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ABSTRACT

In 1983, a National Conference on the Participation of Women in Educational Management in Australia was sponsored by the Australian College of Education. About 165 women senior administrators met to determine the extent of female participation in educational administration at all school and college levels. They also explored national trends to (1) identify obstacles, (2) assess professional development avenues to increased female participation, (3) explore alternative involvement strategies, and (4) recommend appropriate action to the College Council. This report distills major proceedings and findings for a national audience, providing background material and summarizing keynote addresses and recommendations. Following an introduction and overview by Shirley Randell, the contents are: "Why So Few?" (Helen Mayer); "Women in Educational Leadership" (Mary Beasley); "Women, Education, and Social Change" (Joan Kirner); "Facts and Trends: A National Overview" (Shirley Sampson); "Discrimination: An Issue for Women in Education" (Fay Marles); "Professional Development: An International Perspective" (Virginia Novarra); "Women in Educational Management" (Joan Bielski); "Avenues for Professional Development: A Personal Perspective" (Valda Ward); "Women in Education: A Historical Perspective" (Quentin Bryce); and "What Do We Do Next?" (Denise Bradley). Eight appendices provide a list of participants, preconference readings, issues for state preconference meetings, state overviews, workshop reports, conference statements, a career tactics paper, and a list of contributors. (MLH)

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The Australian College Of Education

CHANGING FOCUS :

THE PARTICIPATION OF WOMEN IN EDUCATIONAL MANAGEMENT IN AUSTRALIA

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THE AUSTRALIAN COLLEGE OF EDUCATION

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Report of a National Conference,
3-5 June 1983, Melbourne.

Edited by
Shirley Randell

The Australian College of Education,
Carlton, Victoria

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S.K.R.

FOREWORD

In the quarter century since its establishment the Australian College of Education has always been close to the crucial issues facing Australian schools, colleges and universities. However, unlike a number of other educational organisations with particular concerns and narrow loyalties the College has rarely, if ever, been in a position in which it 'could not see the wood for the trees'.

With the rapidly increasing politicisation of formal education there is a clear need for the existence of a truly professional organisation to 'stand off', as it were, and coolly to evaluate what is going on around it. The College is just such an organisation, its members being drawn from all parts of the educational spectrum.

In recent years the College has set out deliberately to sponsor responsible debate on a number of significant issues affecting the Australian educational community. Among the issues so debated have been education's relationship with structural unemployment, the role of computers in education, the place of overseas students in Australia and the development of audiovisual copyright laws. Another key issue of interest to a high proportion of members relates to the role of women in educational management. With this in mind the College decided to support, through a grant via its Projects Committee, a national conference on that issue.

Thanks primarily to the initiatives taken by Council member Shirley Randell in planning the conference, a Past-president, Dr Eva Eden, in providing the venue, the conference was a considerable success. No less than 165 women attended, about half of them being Members or Fellows of the College. The participants represented all parts of the educational spectrum - and a wide range of educational and social and political viewpoints.

The conference made a large number of recommendations, some of which were later adopted by College Council, while others were transmitted by the College's Executive Director to appropriate authorities throughout the land. The papers printed in this volume reflect clearly the concerns of those who attended. The College is pleased to be able to publish this report in the hope of developing greater understanding of, and wider-ranging dialogue on, the issues involved.

Emeritus Professor W G Walker
President

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INTRODUCTION

Shirley Randell

For government officials, academic leaders and educators in Australia, conferences are commonplace in the conduct of professional affairs. Senior women educators tend to see familiar faces discussing faciliar issues in familiar forums so that distinctions between conferences tend to blur.

Fortunately there are exceptions to this general pattern. The National Conference on the Participation of Women in Educational Management in Australia was one such extraordinary meeting which challenged, stimulated and engaged the participants in ways which became indelibly imprinted upon the memories of those involved. For two days a select group of individuals from all levels and sectors of education and all States and Territories, came together to exchange information and insights, to explore topics of mutual concern and to begin a national assessment of the position of women in educational administration.

Several features distinguished this conference from other national gatherings. First, the topic was a provocative one. Although the appalling lack of women at senior levels of educational management in Australia has long existed, the position of women in education has been neither carefully analysed, nor made the explicit focus of action for Commonwealth government planning or policy making. Attempts to include senior male educators in this first conference were resisted because it was considered vital for women themselves to examine the state of the art, and to identify in a supportive atmosphere strategies for future progress.

Secondly, the conference took place in a context which helped to establish a useful framework for the deliberations. In the States, at various levels and in all sectors and within several organisations, debate had already begun on this issue. For many, the conference was a culmination of several years examination of discrimination against women in education. The conference was an important prelude to what the Australian College of Education hopes will be a continuing national assessment of the participation of women in educational management in Australia, and the beginning of research, policy making and operational activities at national, State and local levels. The fact that the proceedings had both a past and a future infused the conference with a notable seriousness of purpose.

The third distinguishing characteristic of this meeting grew out of the sponsorship of the conference by the Australian College of Education. The conference participants were representative of pre-school, primary, secondary, tertiary, and technical and further education, of government, Catholic and independent schools, of teachers, researchers, principals and education administrators. Approximately half of the group were members of the College and there was a good proportion of the female Fellows in attendance. Careful planning ensured representation from government and non-government parent bodies, student groups, women's units, Aborigines and migrants, young, middle-aged and older women. The participants had

for some time been conscientiously struggling with a list of issues and concerns around the theme from different perspectives. By breaking into small groups to hear first hand accounts of different experiences, participants were able to enrich the occasion by moving back and forth between theory and practice.

The final element which made the conference so memorable was the quality of the contributions. The standard of presentations from prominent international, national and State leaders at the plenary sessions was uniformly high. Those present formed a unique gathering of women who had overcome extraordinary handicaps to reach their senior positions in education. The extensive list of recommendations bears witness to the total commitment they made over the two-day period to suggest effective action to improve the status of women in education in Australia.

The issues discussed and the insights gained through the meeting have a significance which extends beyond the event. The purpose of this report is to distill the major proceedings and findings of the conference for a national audience. The main body of the report provides the background to the conference, a summary of the keynote addresses and the recommendations. The appendices summarise the data collected following pre-conference meetings and the discussions of the workshops. Unfortunately it is not possible fully to communicate the esprit de corps and sense of excitement which pervaded the workshops, plenary sessions and informal exchanges.

The report should be read with two thoughts in mind. The first is that the conference has not provided all the solutions to increasing the visibility of women in educational management. Improvements to the present situation can only be achieved through a continuous process of adjustment to changing conditions and changing values. But new directions are needed if we are to achieve justice for women and to ensure an appropriate, effective and equitable contribution from all people involved in education.

The second realisation to emerge from the seminar is that there is a proper role for governments, education authorities and education organisations in providing access to training and power as well as for individuals who aspire to leadership in education. The Australian College of Education has referred the conference recommendations to educators, education authorities and organisations, and politicians, a move which will ensure continuing discussion and action on issues of concern to women into the future.

The struggle for equality for women will continue, but the conference has strengthened the conviction that the fight is worthwhile, renewed the faith that significant progress can be made, and expanded a national network of women who will continue to provide support and encouragement.

O V E R V I E W

Shirley Randell

Background

Women members of the Australian College of Education had talked about the possibility of a national conference on the issue of the participation of women in educational management in Australia for some years. Since 1976, the issue was raised at most of the College's annual national conferences. In 1982 the national Projects Committee of the College declared the topic to be a priority and in February 1983 the Council approved a grant of $1,000 to hold a national conference as the first stage of a national assessment on the participation of women in educational management in Australia.

Aims and Outcomes

The aims of the conference were:

- to share knowledge about the extent of participation of women in educational management at:
  - . primary
  - . secondary
  - . tertiary
  - . TAFE
  - . and system levels; and
- to determine national trends in order to:
  - . identify difficulties preventing greater participation of women in educational management;
  - . assess avenues for professional development for women to increase participation in educational management;
  - . explore alternative ways of involving more women in educational management; and
  - . recommend appropriate action to the Council.

Women from senior administrative positions in education throughout Australia were invited to participate in a national seminar to share information and raise issues which would form the basis for the preparation of a major report.

Participants

Invitations were sent to major education authorities and organisations asking for nominations of up to three senior administrators. Responses were received from:

- Commonwealth and State Education Departments;
- Commonwealth and State Catholic Education Commissions;
- National Council of Independent Schools and State bodies;
- National and State teacher, parent and student associations;
- Commonwealth Education Commissions and their Secretariats.

In addition, senior women known to be interested in the topic were sent individual invitations. This group included academics in tertiary institutions, principals in primary and secondary schools, Aboriginal women and women from non-English speaking backgrounds.

Finally, the conference was advertised through *ACE News*, the newsletter of the College.

The overwhelming response was gratifying, although embarrassing given the limitations of the venue. From more than two hundred applicants the first 165 were accepted (Appendix 1).

Pre-Conference Activity

Prior to the conference a set of education readings (Appendix 2) was distributed to all conference members and participants were requested to attend pre-conference meetings in all States to discuss a range of issues (Appendix 3). The meetings provided the opportunity to gather relevant information and to identify issues of particular importance which could be followed through at the conference. They were well supported and in the case of Victoria, the attendance of the Director-General of Education was one indication of system support for the venture. A summary of the State overviews from the pre-Seminar meetings is included as Appendix 4.

One of the most significant of the pre-conference readings was a paper Professor Eileen Byrne presented to the National Women's Advisory Council's seminar on 'Management Education for Women' in February 1983. She pointed out that the proportion of women represented in the higher levels of educational management and in leadership was in fact decreasing in both the United Kingdom and Australia, despite considerable field evidence of women's success in handling large scale management, reorganisation, technical and social change, and the dual role of work stress and family and domestic responsibility. It was important therefore to understand the real reasons for women's lack of promotion, limited access to managerial responsibility and filtering out of managerial leadership.

Byrne outlined the familiar structural, social and attitudinal barriers to women's entry to management and suggested policy initiatives based on economic grounds (the need to use women's skills at an appropriate level to improve efficiency), as well as on grounds of social justice (women's equal right to promotion, responsibility and a voice in development). She argued for a national policy to improve women's access to management, including details of strategy, resources, objectives, priorities and a time scale for results to be achieved. Targets should be established for women's recruitment to and release by employers for management education and leadership training and for the achievement of a better sex balance in leadership positions by, say, 1988, Australia's Bicentennial year.

Other pre-conference readings emphasised matters of concern for women in education:

- In the ACT, despite the adoption by the ACT Schools Authority of a policy supporting the elimination of sexism in education, the situation was not improving.

  'Because the degree of inequality is so great, and opportunities for promotion in the immediate future so limited, even very effective affirmative action which changed the balance so that it strongly favoured women would not for many years significantly reduce that inequality. Therefore only radical change to the basic structures of the system will bring equality of opportunity for the present generation of female teachers in the ACT or make a significant contribution to reducing the effects of sex role stereotypes in schools.' (Bennett, 1982:8)

- Women were seriously under-represented in management in universities in Australia.

  'Most women academics regarded universities as institutions which discriminate against women at times of appointment and promotion and in the way that important decisions are made in arenas to which women have little access. Their promotional aspirations were lower than those of their male counterparts and held with far less optimism.' (Cass, *et al* 1982:202)

- Despite the Commonwealth Government's clear commitment over a period of almost seven years there had apparently been little change in the number of women in decision-making bodies in education. In Commonwealth committees overall. women constituted 20 per cent of the 1023 members in 1981. (Cole, 1982:10, 11)

Dr Shirley Sampson suggested that perhaps in education women have been fighting on too many fronts all at once and that many long-term goals might be achieved by putting effort now into creating a constituency demanding change specifically in decision-making committees of all kinds. (Sampson, 1983:14)

Program

The conference was held on 3-5 June 1983 at Janet Clarke Hall, the University of Melbourne. Speakers were chosen for their special knowledge and expertise and three workshop sessions were held. These were organised according to levels of education and function areas of educational management. Short summaries of the workshop reports are in Appendix 5.

The conference was opened by Helen Mayer, M.H.R., representing Senator Susan Ryan, Minister for Education and Youth Affairs and Minister Assisting the Prime Minister on the Status of Women, who was unable to attend. In introducing Mrs Mayer, the immediate past president of the Australian College of Education, Dr Eva Eden, challenged participants to use the time to increase their skills and strategies to make the vision of more equal participation a reality. She pointed out that recent research into management skills had revealed that women were generally better at management than men.

Keynote speaker, Mary Beasley, expanded this theme by pointing out that as wives or mothers or organisers of households, women were adept at organisation, time management, making decisions about priorities and conciliating in disputes. She quoted evidence showing that while women were generally participative managers they did know when to be autocratic and where the different approaches were appropriate.

Joan Kirner suggested that women activists in education should shift their emphasis from mere advocacy of the principles to achieve equality of outcome for women to a more pragmatic approach. The challenge of putting such principles into practice required collaborative and collective action. But first, women needed to establish a common set of principles and social justice. Without such principles, carefully arrived at, it would be very difficult to effect any widespread change in management practice.

On Saturday morning the opening session was devoted to examining the participation rates of women in educational management. Shirley Sampson called for the systematic collection of national data on women's position in education to show the official and unofficial ways in which they are disadvantaged by systems. It must be proved indisputably that many women aspire to leadership positions but that their efforts are thwarted by negative, if not hostile, attitudes.

Fay Marles reviewed forty complaints she had received from women educators in her role as Commissioner for Equal Opportunity in Victoria. Discrimination against women occured in the ways they were selected, the conditions of employment, their failure to be promoted, and the ways education was offered. She outlined underlying problems which included barriers to early promotion, attitudes toward sex roles, lack of skill in the selection of women, structural expectations and the attitude of women themselves. Marles argued that the present state of affairs must be altered on the grounds of equity and efficiency: if one sector of the workforce was consistently underutilised, potential productivity in Australia must suffer.

The second plenary session on Saturday discussed avenues for professional development. The major international speaker at the conference was Virginia Novarra, lawyer, administrator, writer and activist in the women's movement in the United Kingdom. In 1980-81 Novarra held a Visiting Fellowship at the Regional Management Centre of the N.E. London Polytechnic researching the unmet needs of women for management education. This led to the establishment of the National Organisation for Women's Management Education. She provided an international perspective on professional development and suggested ways of increasing women's contribution to policy-making.

Novarra questioned whether female participation in management simply signalled acquiescence in an oppressive system. Management, she argued, might be an activity predicated on uniquely masculine needs for hierarchy, control and the need to maintain distance from emotions and those of other people. Grooming women for management positions could make life more difficult for them. Novarra argued that the issue was not about management per se but was more a question of the exercise of power over resources and in decision-making. As men would not voluntarily change these systems, women must strive for power within them in order to ensure as far as possible that they produced results that women wanted. A basic goal for women should be to empower others, which led to different procedures and processes of management.

Joan Bielski believed that women should be pressing their unions and institutions to develop a system of administration and policy-making which was not the sole charge of those at the top of the hierarchy. In addition, substantial resources should be provided for professional development for women at all levels of education to redress past discrimination and failure to develop and utilise female skills.

In presenting a personal perspective on avenues for professional development, Valda Ward reflected on her own experience in management and encouraged participants to affirm each other, to be courageous enough to grapple with new ideas and to support each other in taking small steps through innovations in management.

Quentin Bryce, the Convener of the National Women's Advisory Council, which had assisted the administration of the Conference by contributing to clerical and typing services, entertained and challenged participants with a thoughtful after dinner speech. Bryce lamented the lack of recognition of the achievements made by women in the past.

On the final day the morning plenary began with a rousing speech by Denise Bradley suggesting future developments. She pointed out that merely removing overt discrimination would not prevent the covert or systemic discrimination which was evident in the Australian education system. Despite anti-discrimination legislation in some States and Equal Opportunity Units and Management Plans in some sectors and areas there were now fewer women in promotional positions in school systems, and the position of women in TAFE and in the tertiary sector was a disaster. Some of Bradley's suggestions for action were taken up in the extensive list of recommendations formulated in the final workshops.

The closing plenary of the conference, at which all recommendations were presented, indicated general consensus for them. Most of the recommendations were based on principles enunciated throughout the conference; namely the fundamental right of women and girls to share equally in the benefits of all educational programs; equal representation of women and men in policy formulation and decision-making in education; improved access to information collection and dissemination relating to educational management for women; and access to professional development for education managers, with special provision for women. The recommendations were wide-ranging, covering legislation, professional development, funding, program design, information, appointments and research.

At the plenary, statements were made by Aboriginal women participants and Rona Nadile from Goroka Teachers College. Women also contributed ideas for successful networking, another strategy which was emphasised throughout the conference. These statements are included in Appendix 6.

During the conference a survey of career tactics in educational management was carried out (Appendix 7).

The papers are included in the main body of the report and the background of contributors is listed in Appendix 8.

Since the conference the Executive of the Council of the Australian College of Education has approved the publication of this report and agreed to refer recommendations to relevant people, education authorities and organisations. In three States post-conference meetings have been held and most Chapters of the College have held meetings to pass on the experience of the conference to others.

As the first stage of the Australian College of Education's national assessment of the participation of women in educational management, the conference was fruitful. In 1984 it is hoped that the College will sponsor a second conference, to include senior male administrators, to follow up some of the conference recommendations and determine alternative ways to ensure that all educators have equal opportunity to contribute to leadership in education.

The failure of Australian society to involve women in management in all spheres of public life is unjust and represents a significant wastage of human talents and resources which can only be detrimental to the community. The increased participation of women in education will improve the quality of education offered in Australia and result in new perspectives which will broaden and enrich the Australian lifestyle.

WHY SO FEW ?

Helen Mayer

I am very pleased to be here today, not only to bring greetings from Senator Susan Ryan, who is unable to attend, but because the topic of this seminar is of special interest for me.

In opening this conference, I do so in the knowledge that this is a unique occasion - unique in that it brings together women from all educational areas - primary, secondary, tertiary and administration, where both government and non-government sectors are represented. It is to be hoped that initiatives for similar seminars at State level will result from this significant event.

Women have been engaged in academic careers for quite long enough for there to be neither question of their capacity nor lack of time and opportunity for them to demonstrate their administrative skills.

The question then, is why do they not hold senior posts commensurate with their numbers at junior levels? In the 1950s a career in teaching, for example, was generally considered to be a reasonably skilled and proper occupation for women before they retired into child-bearing and housekeeping, and as a safety net if the breadwinner disappeared. I recall being a newly married teacher in the late 50s, whose proper understanding of what was right was called into question when I failed to become pregnant, or to be interested in buying a house. In the 1970s I was still being asked how I persuaded my husband to allow me to work after I had fulfilled the female role of child-bearing.

When I first began teaching there was no equal pay, married women were legally debarred from promotion and permanency in the service and only girls' schools had female principals - unmarried, of course.

One would have thought that at higher academic levels, where intellectual ability and rigorous standards of achievement were necessary, that the irrationalities of 'woman's place' would have no place. What a let-down to find that that was, and is, the land of never-was.

The 1981 census found that 13.3 per cent of executive level administrators were women, that 1.8 per cent of architects and engineers were women, that 93 per cent of nurses were women and that 56 per cent of teachers were women. However, 56 per cent of principals and senior education administrators were not women. The Public Service shows even more clearly what the situation is.

Forty-six per cent of fourth division officers are women, 26.3 per cent of third division officers are women, 2 per cent of second division officers are women, and there are no women in the first division.

There are at least two possibilities for the position in 1983. This is a year when the equal pay battle is history. It is ten years after the women's movement really began to spread in Australia, a time when graduates in women's studies are found in increasing numbers, and a time when feminist critiques of the social sciences have exposed the mistaken observations, methodology and questionable conclusions of much that was held to be gospel about human behaviour.

I quote from a *National Times* article on 29 April 1983:

> I stopped applying, even looking for positions in other cities even though I wanted satisfying and secure employment. All the positions I have held have been short term for twelve months or less. There is little doubt that as an academic my career and its prospects have been damaged, not irrevocably but nonetheless damaged, by my decision to give priority to my son and parenting over career. Not only have I been out of work, including the period in which this article is being written, but I have regularly been forced to accept positions that are not commensurate with my experience and qualifications.

That article was written, not by a woman but by a man who chose to be a mother-type parent rather than a father-type parent.

From that, it would seem that parenthood, with its assumptions about the necessities in bringing up children, is a bar to academic career advancement. Or perhaps it is simply parenthood seen in the light of all that we have been told is necessary to rear okay citizens. Perhaps the man who wrote that article has been just as much taken to the cleaners by the maternal deprivation myths as were generations of women.

The second offering is of a different nature and perhaps far more enlightening. Canadian sociologist, Thelma McCormack in a recent paper entitled 'Good theory or just theory : toward a feminist philosophy of social science', discussed the problems faced by women wishing to pursue scientific careers. Within the world of science she claims that women bear the burden of a pejorative stereotype which pictures them as lacking those unique qualities of mind which make for oustanding scientific achievement. This stereotype, along with the sexual division of labour within the scientific community, sanctions the often heard and condescending reflection: 'Women make good scientists, but never great ones'.

The following is a quote from her article which expresses clearly the judgment often made of women in the scientific world -

> For example, in an earlier period when the essential quality of the scientific mind was defined as analytic ability, women were thought to be unintellectual, deficient in reasoning ability. Warm and sensual, they are damned with faint praise for their allegedly "natural" gift of intuitive insight, a desirable but clearly a lower level of skill for the heirs of Descartes. At present when the history of science is being rewritten in terms of creative, Kuhn-Ian (1970) paradigmatic leaps, the brilliant scientific mind is described differently: a type of concentration that is loose, intuitive, a bit frivolous, if not, wayward. Women

> who should be reaping the rewards of this revision are described as being overly cautious, too bound by experimental data, unwilling to speculate and, on the whole, too rational. Thus C P Snow reviewing Anne Sayre's book on Rosalind Franklin (a book intended to correct the impression given by James Watson in the double helix of her as difficult and neurotic) decided that no justice had been done to Franklin in Watson's account of the discovery of DNA, and, further, that history would forgive Watson and Crick for pilfering her data since she lacked what they had: the *je ne sais quoi* flight of mind that inexplicably transcends the evidence and makes for true scientific genius.

Are the rules changed as women near the top? Is it that men have realised, quicker than women, that affirmative action means fair competition and the displacement of men from positions they have long held to be theirs?

The position of women working within academic institutions has not been well documented over the past few years. There has been an assumption that if women can get as far in our meritocratic society as teaching or research at tertiary level they have overcome all serious discrimination. But this assumption is wrong. It is certainly demonstrated to be wrong in the recent work *Why so few?: Women academics in Australian universities* where authors Bettina Cass, Madge Dawson, Diana Temple, Sue Wills and Anne Winkler establish an essential part of the picture of the relationships between men and women and powerful institutions in contemporary Australian society.

Although women academics are indeed a privileged minority in comparison to their blue-collar or housewife sisters, they are a beleaguered minority in comparison with their male colleagues. Women academics, like women in so many other areas of paid employment, carry out a supportive rather than an assertive role in the academic hierarchy. They earn less and hold lower-status positions. They have more difficulty pursuing post-graduate studies, partly because they earn less money, partly because universities promote men faster than women and partly because they often are responsible for child-rearing as well as their academic work.

In the universities there have been investigations into the position of female staff: recommendations have been made, action initiated and in some cases implemented, to promote their equality. The Federation of Australian University Staff Associations conducted a limited survey on the status of women academics in Australia, and in 1977 published its report which provided useful numerical data on the distribution of women throughout the Australian academic hierarchies and served to draw the attention of staff members to some of the areas which are problems for women. The University of Melbourne Assembly, with the support of the university administration and a number of academic staff, initiated a similar survey and published, in 1982, its women's working group report. The Australian National University sponsored a study of the role of women in its student and staff bodies in 1976. More recently in 1980, changes accepted by the Senate of the Sydney University include support for the concept of fractional full-time appointments and periods of

reduced duties for persons with family responsibilities, and for the abolition of differences in treatment of male and female contributors to the State superannuation scheme. Research is being sponsored into the academic performance, appointments and promotions of women within the university. More women are to sit on promotion committees, and career development programs for non-academic staff are to be established.

It seems that slowly the idea is being accepted that universities should play a leading role in recognition of women's rights to equal opportunities of employment and advancement, and their equal right to contribute to the creation and transmission of knowledge.

In concluding this opening speech, I would like to extend my thanks and appreciation to the Australian College of Education for making this unique occasion possible in bringing together the diverse views and talents of so many women whose contributions will help to enhance education in this country. I am confident that the hard work of the organisers will be justly rewarded in that when we leave here on Sunday, we will do so in the knowledge that this first National Conference on the Participation of Women in Educational Management will have been a most enlightening and worthwhile experience.

WOMEN IN EDUCATIONAL LEADERSHIP

Mary Beasley

The comments in this paper are distilled from my training and experience as a woman who has been involved at various levels in the area of leadership and management in both the private and the public sectors. My framework is therefore that of the practitioner and the pragmatist, not that of the theorist or the philosopher. As a pragmatist I agree with the dictum: 'If you wish to speak the truth, leave elegance to the tailor'. I am aware, however, that I am facing a sea of educators. So I must confess straight away that I know next to nothing about educational theory or curricula. Mind you, I don't think that my lack of expertise in your speciality in any way prevents me from talking to you about the principles of good leadership and good management. Such skills are, I believe, transportable and are equally applicable to whatever your profession or field of endeavour.

However, having been a member of college councils and various kinds of educational committees, I do have some first-hand experience in what I believe still needs to be tackled in the field of educational leadership and management. It is not a question of blame, it is a question of entrenched attitudes towards management skills in particular. I do not wish to isolate education as the only area at fault. Other areas like health have believed that their particular professional expertise has equipped them to be managers. There seems to be a basic mistrust of management training. Criticisms range from an instant dismissal of slick tricks of the trade to an ideological repulsion of anything that smacks of the crass world of business and commercialism.

Teachers are ripped from the womb of the classroom and placed in positions of leadership and management without any specific training, lecturers are promoted to positions of leadership, administration and management with no training - not even a short-term course. Now that such institutions are involved in the complexities of amalgamation and cutbacks in funding, they are reaping the results of turning their backs on such training programs.

In the Public Service, Executive Training programs have been instituted which have been particularly useful for future women executives. People are sent to institutions like the Australian Administrative Staff College for short-term non-award training programs.

Experimental learning or on-the-job training has value but there is also value in preparation for positions of leadership and management. Any women who aspires to such a position in education must gain from this kind of training. Women should be pushing for these kinds of professional development programs, or some kind of on-the-job training in their own institutions.

The following statements on leadership are taken at random from the *International Dictionary of Quotations* which incidentallv was compiled by a woman:

> 'He who has never learned to obey cannot be a good commander' (Aristotle, 4th century B.C.)
>
> 'We cannot all be masters, nor all masters cannot be truly followed' (Shakespeare, 1604)
>
> 'The final test of a good leader is that he leaves behind him in other men the conviction and the will to carry on' (Walter Lippman, 1945)
>
> 'A decision is the action an executive must take when he has information so incomplete that the answer does not suggest itself' (Arthur Radford, 1957)
>
> 'Those who lead the State over a precipice call governing too onerous for the plain man' (Bertolt Brecht, 1966)

Great thoughts by great men. They call it history. There are other names for it. In our culture the word 'leader' has no female connotations or characteristics. The book called *Leaders and Leadership* written in the late 1970s, described an effective leader as 'a big man, a father-figure who is superior to his subordinates in certain important ways, courage, energy, intelligence and so on. He leads from the front directing and ordering his subordinates and does not ask them to do anything which he, himself, is not prepared to do'. Immediately after this, the writer qualified that statement by saying that the social scientists had shown that leadership was a more complex concept than that. Not complex enough, however, to involve 50 per cent of the population because the word 'she' does not appear in the next 200 pages. In fact the female gender is mentioned only once and that is in the conclusion when the writer admits to some misgivings about whether the book was worthwhile but then relates three episodes which have reassured him. 'The second occasion was a school speech night. Here the principal stressed the need for the school to produce good leaders. Yet many of the students undoubtedly felt that the girls in leadership positions had, in fact, provided little leadership.' With that brief mention, he justifies his total exclusion of women from any connection with leadership.

This particular point is important because it highlights the archaic belief that many men, and for that matter women, still hold that members of the female sex simply do not have what it takes to be good leaders and indeed never will. Nothing could be further from the truth but such attitudes can have serious ramifications for women in positions of power or those striving to get there.

Attitudes are enshrined and conveyed in language and as the saying goes 'we don't just use language - language uses us'.

Dale Spender has recently focused the spotlight on language and it is crucial to our strategies for change. But you do not have to be an expert in linguistics or even its trendy cousin, semiotics, to get the message that our language is the carrier of the major sexist diseases.

Tedious and repetitive though it may be, we cannot let up on this. We can no longer allow ourselves to be subsumed by the generic 'he' or the ubiquitous 'mankind'. Young girls must hear and read 'she' as well as 'he'.

So, casting aside all the patriarchal platitudes with which history has attempted to brainwash us - let us assume that we are all leaders and managers or are soon to become them. What skills do we already have?

As wives or mothers or organisers of households, women already know about organisation, time management and making decisions about priorities. These are the daily practices of most women and an excellent basis for efficient administration and management. On the whole women are good organisers - they have had to be. Also, as the person in the family who is expected to conciliate in the fights and to bring order out of chaos, women have developed good communication skills. These are all executive skills and qualities that are being under-utilised in 50 per cent of the population. Dr Art Yago of the University of Houston and Professor Vic Vroom of Yale University are presently concluding a study on the management techniques practised by men and women. Their findings show that women are more participative managers and more likely to include subordinates in their decision-making. At the same time they know when to be autocratic and according to this research seem to recognise when and where the different approaches are appropriate.

In fact just recently we witnessed a dramatic shift in the male concepts of leadership and management. The big buzz words at the National Summit Conference were consensus, reconciliation, reconstruction, participation, co-operation.

The tired old macho model of conflict and confrontation has been discarded. Men are having to learn new words and new modes of behaviour. The irony is almost painful is it not? Haven't words like co-operation, communication and conciliation traditionally been associated with female characteristics?

We will soon be having to change the words of that old song to 'Why can't a man be more like a woman'.

For once, women are ahead of the trends. They do not have to learn those leadership and management skills. They have been practising them most of their lives.

So let us look at what women do have to learn. One cannot prescribe a set of traits which are essential to a good leader. The particular leadership and management style that you adopt will be one that stems from your own particular personality and strengths. So try and work out what your strengths are and build on them. Then attempt to isolate your weaknesses and get help from people to assist you in these areas. Never be afraid to ask for help. That is a strength, not a weakness.

Leadership for a woman is not a bed of roses. Far from it. Women executives are faced with a number of problems that men never have to face. It is difficult to be a pioneer in any field and because of their paucity of numbers, female leaders are pioneers.

A woman executive can find herself caught in a morass of conflicting expectations and be damned, whatever management style she chooses. If she is tough and authoritative, male colleagues may well see her as a dragon or a castrater whereas if she adopts the more acceptable female stereotype of being gentle and accessible, she will be seen as 'a nice mouse'.

Choose the leadership style that suits you, and try not to worry about what is being said in the corridors. Learn how to make tough unpopular decisions and stand by them.

WOMEN, EDUCATION AND SOCIAL CHANGE

Joan Kirner

The first thing to be clear about is that we are in changing and difficult economic times. If women want to change their power positions in society then they have to understand the economic and the social context within which that power operates. If the economic and the social context is not addressed, nothing will change very much except at the fringes.

The second thing is that we need to have a common set of principles. Experience working with women's groups indicates that unless the women's movement has thought through, worked out and accepted a common set of principles about social change, system change, social democracy and social justice it will be very difficult to change management for any but the leaders. It might be argued that the leadership view of management is as unacceptable for women as it is for men.

Having a set of principles on which to work leads to strategies. However, strategies will not necessarily succeed in changing the power structure so that women as a class can have more impact or an equal impact, unless the rules are changed. Women have to get to the situation where they can change the rules themselves.

Take the selection process, for example. In Victoria there has been little success in improving women's status through the new participatory selection processes in education, and one of the reasons for that is that women have not set the rules. In the recent development, women did not set the structures for the membership of the interviewing committees; they did not have any say in choosing the chairpersons; they did not set up the criteria for the jobs; and they did not draw up the job specifications. They thought they were doing pretty well by getting a couple of women on the selection panels and a couple of women to apply. Momentarily, they forgot that the system established the membership of the committees, the chairpersons of the committees, the job descriptions, the evaluation process and the appeals structure. Until the appointments were made - one woman in the top 22 positions, three in the top 46.

It is clear that women have to set their own rules. They have to say that they will not apply for those jobs, they will not be on those selection committees, unless they have a say on the membership, on the chairperson, on the criteria and on the evaluation process. The Labor Party is getting pretty sensitive about not having women coming up into leadership positions. Women are being admitted to positions of power in education, politics and other areas because they are now needed; because it looks more equal if women are included and besides women can win swinging seats. As women are now really wanted it could be pretty embarrassing if we said "No, we are not going to apply or we are not going to be part of it, unless we are part of setting the rules".

Another set of rules is in professional development in the education system. I would prefer to call it - development: developing the people who are part of a particular agency, some of whom have professional qualifications and some who have not. I am just amazed about the number of the institutions that are allowed to be responsible for development. Take the Institute of Educational Administration in Victoria which has a four-week end-on course of training. Now very few women in government schools are prepared to take a four-week end-on period out of their lifestyle. Perhaps, also, very few men are prepared to do that unless they are more dedicated to the qualification stream than they are committed to other things in their lives that are important as well. Institutions like the Institute of Educational Administration and the Australian Administrative Staff College ought to be rethinking their management courses so that the rules are acceptable to women and the courses are empowering of women

Following success in obtaining anti-discrimination legislation in the various States, it is important to look now at what might be called indirect discrimination as distinct from direct discrimination. A case under consideration by the Public Service Board in Victoria illustrates this fairly clearly.

When women come to apply for jobs in administration, they are not necessarily discriminated against because they are women per se, but because they are applying to take a higher role in a system which, over the years, has defined its own system of rewards and its own criteria for promotion. It has been impossible in most cases for women to meet those particular definitions, for example to have had experience as senior educational officers or district inspectors. Over the ten years that men have carefully worked up to be district inspectors or senior education officers, women have been having a family or doing a job which gave them satisfaction and the kids a real chance but which did not necessarily get the women up the promotional scale. Many women, for example consultants for Schools Commission's Programs, very often chose to do that work rather than to go up the promotion tree. All too often when those people apply for jobs in the promotion tree, they are told that they have not had the curriculum experience, or the experience of handling resources which warrants promotion. So indirect discrimination which makes the women's career path inferior to the man's, must be tackled.

The Victorian Commissioner for Equal Opportunity, has said she believes that the Education Department has an unreasonably narrow view of administrative experience.

> There needs to be an examination of selection criteria to determine the exact nature of qualifications and personal qualities required for performance of the duties of every position. A requirement for applicants to possess one type of experience exclusively, without demonstration by selectors that the attribute required could not be assessed on the basis of analysis of other prior activities, is a narrow approach. There may be in selection panels a considerable concentration by members on relatively superficial personality attributes.

> Some panel members may be of the view that the only possible indicator of administrative skill is prior experience in a similar position. In cases where the field of potentially successful applicants is confined to managers in like administrative areas there is systemic discrimination against women. The criteria for performance assessment should be clearly defined for all positions. Concentration on end product analysis, rather than on qualifications and systemic experience indicators as such, should result in better selections generally and may remove some traditional barriers to acceptance of female applicants.

The system has to be changed so that when people are selected for a job they are selected because it is known that they are going to do a good job; not because they have been part of an old-boy network, systemic network or any other network, but because the job has been defined so that it is known what is wanted and who can do it. That has significant implications for management because it means getting rid of the present promotion system, its automatic levels and its male career dominated criteria.

Improving the management position of women in education is not a matter of leadership in the individual sense. It is a matter of collaborative process and collective action which leads to system change. It is important to shift the focus for action from a project to a mainstream focus. For example, the focus on sexual harassment, although a serious issue, is not enough. It is the mainstream of the power base, which enables sexual harassment to take place, that has to be changed. Similarly the shift has to be made from an individual catalyst focus to a collective focus. The women's movement has done to women in administration what should never have been done; that is it has put women's advisors into the system as individuals to try to have an impact on the system. In many cases that has been quite disastrous, for both the movement and for the women themselves. In the future it will be even more important to develop our own network in the system but also our network out of the system. The process of management, of resolution and of decisions is, in fact, a process which has to involve every participant, every legitimate player: female parents, teachers, politicians, the students and unionists.

In Victoria the fast growing area of representative School and College Councils, participating in policy development, should be a great opportunity for collective development of equal opportunity policy for women and girls.

I do not believe you have to get on the jet to hijack it. It is just as easy, and in fact it is often more effective, to stay at home on the telephone and ring the Minister while the others are flying to Canberra.

Through the network we could have our decision made for and with feminists before the others get off the plane. Women's strength in education comes from our experience on the ground. We need to build collectively from that base to achieve our role in management.

FACTS AND TRENDS: A National Overview

S. N. Sampson

In the papers distributed before the Conference, recent evidence was provided on women's position in Australian schools and in education systems generally[1]. The most important aspects of the debate in Australia, New Zealand and Britain relating to the participation of women in educational leadership were outlined. Some of the features of the present situation, which need to be tackled in the search for greater equality for women and their more equitable and democratic participation in leadership and decision-making were also suggested. In this paper the trends previously reported will be outlined and suggestions for action put into forms which might be considered during the conference.

One of the problems relating to women's position in education is that in Australia there is no national picture of the present situation. This is closely related to the Commonwealth system in which States have jealously guarded the right to conduct their own schools as they see fit. The consequence of this is that national trends are very difficult to articulate in any research-based fashion, and thus the enormity of the problem and the universal inequality which confronts women teachers at all levels and in all systems cannot be described and accepted without question, nor can pressure for change be applied as effectively on a national scale. Put another way, even if the basic statistics of women's position were known and there were evidence of male attitudes and of women's ambitions, pressure to change might be brought to bear.

What is known is that women constitute between 65 and 67 per cent of all primary teaching services, they are 50 to 55 per cent of all secondary services, but never more than 26 per cent of primary principals (including the smallest schools) and between one and 14 per cent of secondary principals; and the numbers of such females in leadership is declining in several States. The proportion of women holding principalships in Catholic and independent schools is not known because such information is not generally published.

It is known that most part-time teachers in all schools and education levels are women and that women's qualifications as teachers equal those of males in numbers of degrees and teaching certificates in schools and colleges. It is also known that in teacher training institutions of all kinds women surpass men as students, but that in higher degree studies, it is men, by and large, who go on and on to Ph.D. level. In universities in Australia only 16.6 per cent of academic staff are women, at all levels, tenured and untenured. These are generalisations, of course, and there are more details in the background papers. However, these piecemeal data, even where they are available in detail for each State, are totally inadequate to do more than back up a very general picture of unequal treatment.

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1. Sampson, S., 'The role of women in leadership in Australian schools' in Browne, R.K. and Foster, L.E., *Sociology of education*, Macmillan, 1983 (3rd edition).

   Sampson, S., 'Always an afterthought: women and educational policy planning in Australia', Keynote address to ANZAAS Symposium, Perth, 1983.

Without adequate and incontrovertible statistics for each State, assembled to make a national picture, women are enormously handicapped in their search for justice. Any State Director-General or Minister who is confronted with a decline in the numbers of women principals or decision makers in their system can point to any number of reasons why it is women's own fault; for example, 'women were only 25 per cent of applicants'; 'those who applied only did so only for certain schools'; 'women were shortlisted in proportion to their applications but of course the selection panels chose the best man for the job'; 'women don't figure on important committees because these committees must have department heads on them who can make decisions work and, of course, women just don't run any departments yet'; 'women leave work to have babies and thus lose seniority', (that is, they are their own worst enemies); or 'if you call a meeting after school, it is women on the staff who will not come - you just cannot give women the responsible jobs in schools'.

In any one State, therefore, women teachers and their male supporters will be confronted with reasons why change will not happen. Such explanations fall into two categories. Firstly, versions of the 'blame the victim' approach and secondly the explanation that 'that's the way the system works'.

To counter these two tactics women require national data. The 'blame the victim' approach can only be justified by those who use it because certain facts are not generally known. As an example, it is not known how many women compared to men do apply for promotion or responsibility within the schools, which is the first step or training ground for leadership tasks; for example, responsibilities related to running the school sports, doing the timetable, co-ordinating subjects and school curriculum. How many women have tried and been refused such try-out experience so that they cannot begin to apply for senior appointments? The extent of women's participation in programs of training for leadership is not known in every State; for example, when/where these are held; whether there is child care or an allowance available when necessary. The composition of selection panels, nationally is not known. Is their membership roughly representative of the population in schools to whom their decisions will apply, or even representative of the sex of applicants? Kathryn Coles' work on committees concerned with educational decision making in the Commonwealth and several States shows a most unequal situation in this area.[2] It is not known whether the members of selection panels, both men and women, have open-minded attitudes to women as leaders. Some research suggests that they do not[3], but there is no national survey evidence about teachers and leaders in school systems to support this assertion, so attempts at convincing education authorities of all kinds to pay attention to this factor in administrative and teacher training are inevitably unsuccessful.

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2. Cole, Kathryn, *Equality of opportunity for women in educational committees*. Canberra, 1981.

3. Sampson, S., 'Sex stereotypes: some evidence from Australian schools' in *Australian journal of education*, 1979, 23, 132-141.

It is impossible to document any kind of case against the 'women are their own worst enemies' approach without first obtaining clear statistical evidence. In addition, evidence that it is not peculiar to any single State or State system is needed so that the argument can take place in the arena of public debate, without any system or person feeling that they are being held solely responsible for the present state of affairs.

The second area of explanation for women's position in education relates particularly to school systems. Women teachers in each State have their own versions of this cross to bear. The most damaging and universal of these system barriers is seniority. Children in schools are the victims of the kind of one-sided school leadership which exists at present, because school systems give credit for staying power, not talent. An exception now exists in South Australia where half of all senior positions may be from 'open' appointments. Seniority in most systems, however, can override on appeal any appointment made of the 'best person for the job'. Yet seniority as a principle is directly engineered to help the mediocre teacher and it effectively excludes women, since they are the biologically-determined child bearers and breast feeders and usually require breaks in service for this purpose.

Elsewhere suggestions have been made on how decision-making committees could be made more equitable even under the present constraints of the seniority principle.[4] On the other hand, these suggestions are a little like re-arranging the chairs on the Titanic. It is the school systems which reward men for persistence and willingness to stick it out in the bush for no extra return except to skip a couple of rungs of the seniority ladder; which disbar women who cannot leave their babies to child care arrangements after eighteen months; which require women who take maternity leave to abandon the positions they have won, or women who return from a period of childrearing to wait three to four years for permanency (and thus a return to the seniority ladder); which select as first year teachers young men who have failed or barely passed their training courses in preference to young women with outstanding training records; which do not count years spent teaching part time (or even, in many cases, full time) towards increased seniority; and which offer patronage, such as acting or temporary appointments in senior posts, to young men who are known to the present male leadership - who will tell you that they did not know any suitable women.

Those examples include instances from five States: there are dozens more. There is no national record of the official and unofficial ways in which women are disadvantaged by systems. It cannot be proved, in ways which are impossible to contradict, that women, many women, want and try to become leaders in education; that male attitudes to women as leaders in Australia are negative, if not actively hostile; and that educational systems are producing only mediocre leadership, in many cases, because they have actually ensured the removal of many bright women from the field of aspirants.

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4. Sampson, S., 'Always an afterthought', *op.cit.*

The position of women has actually become worse since the advent of equal pay and equal opportunity. I remember, as one of three Wages Board representatives for independent school mistresses in this State, going back in 1968 to the very astute headmistress at my school to report the successful outcome of the campaign we had taken to the Board for equal pay. We had won it, phased in over three years. She said to me "I think you will regret it Mrs Sampson. If we have to pay wages at the male rate, schools such as this will appoint men, in preference to women". I was very angry at the time, but she has proved to be right.

Wherever girls' schools have been opened to male and female applicants in recent years, a majority (in some systems, an overwhelming majority) of those positions have gone to men, including Catholic, independent and State girls-only schools, girls' schools going co-educational and new schools. The numbers of women principals in Victoria has declined every year since research was begun in 1975. In New South Wales the Anti-Discrimination Board reported a decline between 1949-1979 from 20.9 to 9.6 per cent of female principals. As long as selection panels are directed and composed largely of men, or women who are not professionally active and qualified, and as long as no account is taken of arguments about role models of women for girls (and for boys), nor of evidence of outstanding female leadership and participation in education, then this situation can only get worse.

It would be wise to remember this when calling for the end of the seniority system. It may be that many senior women could lose their jobs in an open selection process, unless certain safeguards are built in, such as rotation of appointments, open advertisements for educational leaders and the involvement of equal opportunity officers in selection or in the monitoring of the selection process.

Even the arrangement being tried at Adelaide University to increase the numbers of women academics, where the selection panel has merely to report why a woman was not selected for each appointment made, would have a minor effect in schools and then only with vigilant oversight by an equal opportunity officer at a most senior level. It would have to go hand in hand with a system-wide campaign to reduce the dysfunctional stereotypes associated with women as leaders which are so common in this country. This would have to be followed up with in-service for selection teams, rigid oversight of questioning and other perhaps unpalatable controls over the short-listing and selection process.

To conclude this description of facts and trends, it would be wrong not to refer to another feature of women's involvement in schools and systems which clearly contributes to their present situation. Women are teachers, not administrators in schools, and in many cases this is the result of a conscious choice about which activity they prefer. Teachers in Australia are not rewarded with a salary scale equivalent to administrators but nor are they seen as valued participants in making decisions about children and teenagers and education. These two aspects are separated because, although financial rewards to good teachers in a school would be an excellent step forward, it is difficult to see how such a system would operate.

On the other hand, there seems to be no reason at all for the almost total absence of the classroom teacher from decision-making levels. In Victoria with the increase in teacher union representation on many committees, some changes have occurred. However, even here union representatives are often men because unions are patriarchal and women in them have to fight to the top in basically bureaucratic, often undemocratic systems themselves.

Perhaps a system of annual awards for outstanding teachers in each school, decided democratically within the school, plus a register of teachers who have won these awards in specialist areas, would provide an increase in the status of good teaching ability and help women to be seen as worthy of inclusion on many decision-making committees actively affecting the quality of education. This may be especially appropriate in committees for computing, English-teaching, sciences and others where large sums are spent annually, and sometimes to doubtful purposes, for classrooms and school systems.

The problem of the dichotomy between teaching and administration is an artificial one. It is predicated on some very doubtful assumptions which are: that people appointed to administrative positions should be allowed to hold them in perpetuity, based on the belief that administrators become more effective over time; that administrators in education systems can still make sound judgements about schools, years after they last taught in them; and that administrators should be able to make decisions at a distance from and entirely without consultation with teachers in the schools which will be affected by their decisions. The dichotomy is also predicated on a mystique about what administration is. Is it true that teaching in a class is not a process of learning to make decisions and organise so that a quite different and mysterious form of further training is mandatory?

The facts are that most women are teachers and that they are not seen as potential decision makers even in schools where they demonstrate much unofficial leadership potential. Teaching is not seen as anything akin to administration. Moreover those doing one, it is assumed, cannot also be doing the other at the same time - so that principals and deputy principals of primary schools, despite being so close physically to their pupils and colleagues, are somehow irrovocably removed from, and above them, in status. This dichotomy between teaching and administration is a fact of life in schools.

Summing up then, the national trend is away from women's increasing participation in administration in leadership in education. During this conference we should begin to document what has happened and is happening. We should be able to suggest ways of making our case more convincing and put forward ideas about 'circuit breakers' which might intervene in the seniority system to change the dysfunctional and derogatory stereotype of women as unambitious and incompetent in leadership roles. The outcome of this conference should produce some intervention in the processes of perpetuation of inequity which currently masquerade as selection-appointment systems in educational circles in Australia.

DISCRIMINATION :An Issue For Women In Education

Fay Marles

This paper reviews the complaints about women in education that have been referred to the Commission for Equal Opportunity under Victoria's Equal Opportunity Act about women in education, and draws some general conclusions from them about the barriers women face.

Complaints Concerning Discrimination

During the five years the Equal Opportunity Act has been in operation, there have been about forty complaints concerning discrimination against women in a wide varity of educational settings. These have involved selection procedures, conditions of employment, lack of promotion, and finally, discrimination in the way education was offered. Each of these areas is considered in some detail to indicate the sort of difficulties women have encountered.

Selection

The most common complaint in selection is that panels have asked women different questions from men. The concern has been that these questions have led to selection on different criteria.

For example, early in the operation of the Equal Opportunity Act, five women complained in the course of a single day that a selection panel was asking married women quite different questions from the rest of the applicants for jobs in the educational authority in the coming year. The married women were being asked who would look after their family if they were required to go on camps or other duties during the weekend, or alternatively, who would cook their husband's dinner if they had to stay late after school. The obvious inference was that while other applicants were presumed to be career oriented with no impediments to their work performance, married women were assumed to have a different primary responsibility or a different priority towards work.

There have also been complaints from women that men less qualified than themselves have been chosen for jobs. The problem of seniority has been raised by women who have considered themselves better prepared for jobs which were allocated on the basis of the more senior applicant. One complaint concerned a policy where new or recently graduated students were being given preference to applicants with previous teaching experience. Several school councils in country areas have requested males to fill certain positions. Finally, senior administrative jobs have required a length and variety of administrative experience not possible to women who had been away from the workplace for the purposes of child rearing.

Conditions of Service

A significant number of complaints from women have alleged less favourable treatment in their job because of their sex. Women, for instance, who have become pregnant have been named in excess and have seen this as jeopardising their future promotion prospects or even their jobs.

Sexual harassment has been experienced by several women. This has not only affected their job satisfaction, but also forced them to move when it was not advantageous for them to do so. Women have been refused study leave and other benefits when they appear to have been the most suitable candidate in terms of their length of experience and other qualifications.

Some female teachers have complained that they have not been backed up by the administration when they have had discipline difficulties, and this has worsened the situation because it became common knowledge that women would get no support.

Complaints have also been made about discriminatory arrangements of a social nature, in that women have not been given the same opportunities as men to build up their professional networks.

Promotion

Several complaints have been made that men with less experience and fewer qualifications have been promoted to higher positions.

Discrimination in Offering Education

Finally, there has been the question of discrimination in offering education. Two examples of this are presented because, although the complaints have involved girls still at school, the result of the discrimination has had implications for the girls' entire future careers.

The first has been the serious complaint from a great number of parents that their daughters have not had the same access to technical education as their sons, because of the large number of single sex technical schools. This has meant that the emphasis in technical schools on practical subjects, and also the connections that have been built up for obtaining apprenticeships, have been denied to girls. Fortunately in each of these cases the situation has been remedied through the inclusion of the school in the Education Department's program for technical school conversion to co-education.

The other problem has related to the restriction placed on girls in participation in school sports. In some primary schools the complaint has been made that girls were not allowed to take part in football even at the informal level of kicking a ball during free time.

Underlying Problems

This very brief outline of the sort of complaints received suggests underlying problems for women. Some of these do not relate specifically to educational administration, but they do concern opportunities for early promotion that are denied or reduced for women teachers.

Barriers to Early Promotion

For the average woman, of course, early promotion is more critical than for men because of the need to compensate for a period out of the workforce. It is the experience of the Equal Opportunity Office that the more advanced a woman is in her career when she breaks her work continuity for maternity reasons, the more likely she is on her return to establish herself in a reasonably senior position.

Three problems in particular have surfaced that suggest difficulties for women in the early part of their teaching career. The first relates to pressure in the school situation that prevents a woman from performing as well as a man in similar circumstances. Complaints have been made specifically about the lack of support from the administration experienced by women in male-dominated schools. These problems have ranged from lack of backing when discipline has been a problem to the tacit approval of behaviour amounting almost to sexual harassment.

For example, in one instance, a young female teacher was forced every afternoon to run the gauntlet of a line of boys as she went out the school gate to her car. She also had to put up with continual innuendo and boys touching her offensively. It was her view that the teachers, to some extent, privately supported the boys, and she was counselled on how to be less provocative and put boys under less pressure.

One school councillor asked about this type of situation said that he thought our culture generally placed great emphasis on body image, and this played a big part in the maintaining of discipline within the classroom. He said, for example, that he himself, as a large man with a deep voice and a full beard, never had to establish his authority in class. In contrast, he said that almost always a small man was tested by the students to see what they could get away with, and that women were put under even greater pressure.

Last year, a thirteen year old boy told me that his class always tested out whether a new woman teacher could be made to cry. Obviously, in these circumstances, if the school administration is not aware of the greater strain that can be put on women teachers, those women will not perform in a way that will give them the same opportunity for promotion as their male colleagues.

Attitudes Towards Sex Roles

A critical barrier to women's promotion can be the attitude of individual decision-makers towards sex roles.

A complaint of refusal to grant study leave, for instance, was on the basis that a man would be more likely to give future service to the college than a woman because of her child bearing function. Similarly, councils which wanted men appointed to their schools were thinking that they would have a more stable employee because 'a man puts his career first'. Women who complained about their refusal to gain selection did so for most part on the belief that the panel considered a man would be more valuable because of his assumed continuity and career focus.

While the issue of sexual harassment does not fit squarely into this category, it does result from women being treated primarily as sex objects, rather than respected as colleagues. Sexual harassment has a particularly devastating effect on a person's work performance, and on their self confidence and self esteem.

Lack of Skill in Selection of Women

One very important problem for the promotion of women is the lack of skill that is evident in many selection panels in evaluating a female teacher's performance and potential. As the work of the Equal Opportunity Office has progressed, it has become increasingly obvious that men and women present differently for jobs and that women are consistently disadvantaged by this. Boys and girls are taught and rewarded for different behaviour from birth, so than an intelligent, sensitive and quick learning boy will, by adulthood, have patterns of behaviour quite different from an intelligent, sensitive and quick learning girl. This means, of course, that the same behaviour in a man and a women have different significance.

In these circumstances, a selection process that treats both sexes the same can advantage them very differently. For example, while a woman presenting thoughtfully, quietly and even tentatively could be reflecting the way in which she has been taught to approach new situations, a man with similar behaviours could be in danger of having too little incisiveness and personal strength for the job.

This was brought home very clearly to me in one case when a woman complained that she had been caretaking in a job for twelve months, but had not been appointed to the permanent position. When the matter was discussed with the chief executive, he said that she had been an ideal caretaker, but she had not been seen as a person with the sort of leadership qualities to take the organisation into the eighties. By the time the Commissioner for Equal Opportunity entered the picture, another person had been appointed, and he said regretfully, "The first time we had any idea that she might have the qualities we were looking for was when she had the guts to take us to you".

The workplace is, in many respects, a socio-technical system, and it is necessary to address both these aspects when making appointments. Any organisations must consider the way in which a prospective appointee will interact with the staff already there. To select a person who does not fit in can be a very disruptive force. Unfortunately, however, this leads almost invariably to favouring the sex that is already the dominant influence. In most situations, this means men.

Structural Expectations

A further problem highlighted by our complaints is the way in which the structure tends to favour one sex rather than the other. Probably the most obvious example of this is the seniority system, where a person who has had no break in service is at a distinct advantage over someone who has. Although this may be administered without bias, the gap women have for maternity inevitably reduces the number who can compete.

The problem of sport is another catch-22 situation. Because girls are not allowed to learn football, primary school female teachers are not skilled in teaching it.

Proficiency in sport is also regarded highly in many school situations. A demand for sporting qualifications more readily obtained by a man than a woman is another problem. One example of this occurred some time ago when a woman complained that she was not able to take a class on school excursions that involved surfing because it was necessary to have a bronze medallion in surf life saving. In order to obtain this medallion a person had to belong to the local surf life saving club, and women were excluded. Fortunately, this particular anomaly has since been remedied.

Attitudes

Finally, there is the attitudes of women themselves. There is a great deal of evidence in the workforce generally to suggest that women are not as interested in promotion as men at an early age - indeed, their objectives are different and more directed towards their approaching life as the manager of a family. In other words, women do not work for their promotion in the same way as men do. There is no reason to suspect that women in schools, in this regard, are different from those in other parts of the workforce.

Allied to this problem is the suggestion that women do not understand the dynamics of their organisations, or the politics of the workplace. A well known book published in 1975, *The Managerial Woman* by Hennig and Jardin, suggested that women play a much more passive role towards their preferment within an organisation than men do; that women do their job well and expect to be promoted, while men understand far better that in order to be promoted one must work for it.

Value of Change

The critical question is why it is desirable that the present state of affairs be altered. There are, of course, two separate issues: the first is equity, and the second is effectiveness.

The equity or human rights issue is sufficiently self evident and well canvassed. The effectiveness concept, however, is more complex and far more persuasive to those in a position to make decisions. In general it is obvious that if one sector of the workforce is being consistently underutilised, potential productivity must suffer.

There is an argument to suggest that this is a more critical problem in schools than in most other parts of the workforce. The reason being, of course, the critical role played by role modelling in what is taught to children. If what you are saying is not consistent with what you are doing, the messages being transmitted must be at best confused, and at worst obviously contradictory. If a school by its staff structure is teaching that men take positions of responsibility and women play a supporting role, no amount of rhetoric will persuade students to deny the evidence of their own experience.

Finally, change is important because of the differences that exist in the way in which the education system treats boys and girls. It is critical that this is understood at the decision-making level, and the only way to guarantee this is to have both men and women generally represented there.

Then how are the changes that appear to be required effected? First of all, it is important to remove indirect discrimination. The seniority system, for instance, affects men and women differently and, at the same time, is not directly related to the ability to do a job. The selection of new graduates in preference to experienced teachers described earlier is another example of a structural arrangement that must disadvantage women in that they are the group who will be coming back from a break in service.

The same problem of maternity leave is experienced when women are placed in excess because of a period of absence for that reason. There is also the question of qualifications that disadvantage women, but which may not be essential for the job to be performed.

Need for Equal Opportunity Programs

In conclusion, it is suggested that the removal of barriers to women is not sufficient to create an equitable balance between the sexes in educational administration. This can only be achieved by the implementation of equal opportunity programs.

The review of selection criteria, for instance, is important so that it is widened to place less emphasis on administrative experience, within a specific framework and more on indications of potential. There is also the education of selection panels themselves to enable them to recognise the value of this potential.

Finally, there is the general need to change the attitudes of the community towards sex roles. This is happening in general more slowly than is useful to the present advancement of women in educational administration. It is particularly important to address the problem of male dominated teaching environments. These are often areas where male teachers are achieving the experience necessary for promotion, and where female teachers are experiencing immense difficulties merely to be accepted.

These settings not only provide hurdles for women in the current teaching situation, but are also the means by which the least constructive attitudes in our community towards the equality of the sexes are being actively encouraged and perpetuated for at least another generation.

PROFESSIONAL DEVELOPMENT :

An International Perspective

Virginia Novarra

This paper is, in substance, about what women are actually doing to 'catch up with men' in the field of management training or management education. The educational establishment seems always to have been very ambivalent about whether management education is education or not. Much of what I am going to say is actually going to be historical, starting in the late 60s. However, I do want to make it quite clear that I am not ignoring some of the fundamental issues underlying the quest for management training for women.

There is the fundamental issue of whether female participation in management simply signals acquiescence in an oppressive system. Many people in the women's movement think that women should shy away from the idea of management - that they should not ally themselves with or get co-opted by the hierarchical system. This is a genuine question and not one which can be lightly brushed aside.

Secondly, there is the question, which is not one which arises out of the women's movement, of whether the concept of management as an independent professional activity or even a discipline is just an Anglo-Saxon fetish which has been heavily dominated by the United States of America and the Harvard Business School approach. The Germans don't talk about management; the French do talk about 'Les Managere' but don't appear too wedded to the idea; the Italians don't seem to think about it at all; nor do the Japanese; and these countries are not exactly slouchy when it comes to industrial performances.

Thirdly, is management as an activity and as an ethos predicated on uniquely masculine needs? Having operated in male-dominated occupations all my working life, it is my view that men do have a greater need for all the kinds of structures that they have created. They have a need for hierarchy; they have a need for control and they also have a need for distancing themselves from their own emotions and those of other people. And the way that business and other management organisations are set up is conducive to this.

Fourthly, is management education in its present form the repository of male bias in the ethos and practice of management and therefore useless or even worse for women?[1] To take over once again Dale Spender's original formulation of the concept - are women just trying to win for themselves the right to receive men's education?

Fifthly, if the goal is to groom more women for management positions and get them there, is that making life more difficult for women? How are the problems of the Queen Bee, the unhelpful, hostile senior woman and tokenism coped with?

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1. Virginia Novarra, 'Management education - a case for women's studies?, in *Women's studies international forum*, 1982.

Sixthly, there is some evidence that being in management causes women more executive stress than men, for example, as detailed in the recent publication by Marilyn Davidson and Carey Cooper *High Stress*, based on a survey of women managers in the United Kingdom. Management is certainly a pretty stressful occupation. How fair is it to take responsibility for encouraging more women to go into management; and not only to go into management but to go into management as the standard bearers of a bid for more female power.

Finally, why not separatism? There is an increasing amount of research evidence to show that females perform better in single sex educational settings.

These seven issues reflect some of the doubts, hesitations and ambivalences which cannot be swept aside and which all deserve serious consideration. But the contrary position may be stated in two ways.

The first is this: male-dominated systems, which cannot be dislodged, give women a raw deal. In the education field, girls and women do not get equal chances, either as students or as staff. Men will not voluntarily change these systems, so women must aim for power in them in order to ensure as far as possible that they produce the outputs that women want. The word 'power' is emphasised. The title of this conference refers to management but actually the issue is not management but power over resources and being where the decisions are made.

The second position is: management is a unisex or androgenous activity and therefore women can do it as competently as men. Women need management development and education to put them on an equal footing with men because they have been left out of those areas in the past and continue to be. However, after they have had the management development and education they will compete equally with men and women's problems will be solved. Finally, as more women enter into senior positions they will change the organisation culture in a way which will be favourable to women or indeed both sexes.[2]

What has been happening in the world of management education and training? The first historical milestone was set up in the late 1960s by a woman called Eleanor Madonald who has since retired from her post as senior executive in Unilever to work internationally. She worked in the West Africa Company and was also at one time a director of Atkinsons of Bond Street, the cosmetics firm. She wanted to do something to encourage and help women to improve their positions in business and to equip themselves for more responsible and high paying positions. She decided that the way to do that was not to set up any sort of institute or charitable organisation but to go into business as a trainer herself, and she has done that with notable success. The part of her training program which is particularly significant is the one-week 'Introduction to management for women' course which she set up in 1969. The course is still continuing and is very successful as far as the participants are concerned. There is still the continuing problem of persuading employers to pay the money to send women on the courses.

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2. This second position is developed further in Virginia Novarra, *Women's work, men's work.*

The scene then switches to Cambridge, Massachusetts, and the Harvard Business School, which is probably still the most prestigious management education institution in the world, and to two women doing their PhDs there in the early 70s - Margaret Hennick and Ann Jardim. Hennick and Jardim ceded to another institution called Simmonds College, in Boston - not a well-known or prestigious organisation, but one which was set up in the early 20th century by the farsighted Mr Simmonds who wished to equip women to earn their own living and be economically independent. In 1974 Hennick and Jardim announced a one-year course for management development for women. This was an immediate success and they published a book, *Managerial woman*, which was a best seller in the United States and which has also been published in England.

While all this was going on, the affirmative action measures put into effect by the Government of the United States of America were having a dramatic effect on commercial corporations. They were obliged to have affirmative action programs in which women had to feature in specified proportions at various points of the hierarchy. Because the corporations were used to appointing business graduates to responsible positions they rushed to the business schools and said - "Where are all the qualified women? We have to have women managers; get some qualified!" That had a pull-through effect and business schools started recruiting on the campuses of women's colleges. The women's colleges themselves got into the act and some of the best-known courses for women only, in management development and training are at places like Bryn Mawr, Wellesley and Smith.

This development inevitably crossed the Atlantic to England because many women went to America to see what was going on. The public activity began with a weekend conference in October 1980 for as many people as could be brought together who were working in this area and wanted to know about it; the people involved were in universities which had business management faculties and from the industrial training boards. Industrial training boards were set up statutorily to improve the quality of training in almost all sectors of commerce and industry. Some of them have been disbanded by the present government, but there were about twenty-five of them in 1980 and in a number of them were very enterprising women who were saying "It is not good enough just to train men". Particular schemes were set up to identify the women who wanted training and could benefit from it; specific training courses were provided and sponsorship schemes for women to go on courses run by other people were established.

One of the outcomes of that weekend conference was a feeling that a one-off conference was not enough and an ongoing organisation was needed. That led to the founding of an organisation called NOWME: the National Organisation for Women's Management Education. There were about fifty founder members and it has expanded since then. These people were mainly involved in management training, either with the training boards, in private institutions and in public education institutions. Once again when something is offered, the latent demand suddenly springs into view. NOWME was publicised in women's magazines and was inundated with letters from women saying that they were under-utilised and wanted management training.

Another story which illustrates the fact of this demand is that of an organisation called 'The Industrial Society', which is a non-profit organisation in England, that had had its own Introduction to Management course for women since the mid 1970s. *Cosmopolitan* magazine published an article about The Industrial Society and again this produced floods of inquiries. Unfortunately many women who inquired could not afford the one-week residential course and they either could not get their employers to pay for it or they believed that they could not so they did not ask. So what happened was that 'The Industrial Society' and *Cosmopolitan* magazine went into partnership and put on a one-day career-development course called the Saturday Course, because it was on Saturday and therefore you didn't have to worry about whether your employer would let you go to it or not. That course has been an outstanding success and over 600 women have been on it.

There has been a proliferation of similar women's only courses, for example at the City University Business School, the Civil Service College, and industrial training board efforts, such as the engineering employers in West Midlands, the Chemical, Hotel and Catering Industrial Training Board and the Food, Drink and Tobacco Industrial Training Board. Pre-course maths preparation has been a feature of the London Business School and special bursaries for women have been found important in providing management education for women. The more essential components of the women-only management education courses are organisational behaviour, assertiveness training, how to be effective in organisations, how to recognise games playing and what to do about it. The fact that it is a women-only faculty means relief from tokenism, of being a minority group and of being hassled if discussion is about subjects which are of primary interest to women. The atmosphere tends to be supportive and not competitive.

Women-only training courses are not the only answer. Another development which has taken place in one of the fairly prestigious educational institutions in Britain, Ashridge, is the matched pairs course where the nominating organisations are asked to send one man and one woman, who are both at about the same level in the organisation. But it is difficult to find really good alternatives to the standard course where the women are in a small minority and they are not equal participants.

Finally, a note about research. At the Anglican Regional Management Centre it was decided that there was a marketing problem in management education which needed research, and the outcome of research done by two experienced people who came from the Industrial Training Boards substantiated two hypotheses.

The first is that the most difficult problem is for those women who are already in employment. There is plenty of evidence of rising aspirations of younger women coming out of school and university. There has been an incredible increase in the number of women taking up law, banking, business degrees and so on, but it is the women who have been in employment for some time who are stuck and not recognised as having management potential. That is the level that should be reached primarily.

Secondly, the institutions which should have been supplying this demand are not doing so and management education is still being sold on a 'men-selling-to-men' basis. They have not even grasped the fact that the product is wrong, the sales pitch is wrong, the advertising is wrong, and the product itself is very deficient as seen by the consumer.

What has been happening has been going the right way. Women have been using the expertise that they have gained and to some extent the positions that they hold in conventional organisations to fashion something which is really useful to women. This is the way forward. Women themselves, and a few men, are taking action to give women the kind of management education they want: work that gives women know-how and self-confidence, and helps them understand that the corporate enivronment is useful and furthers autonomy. Women 'commandos' trying to compete with men within the male ethos are not a good idea - and they don't even get equal pay!

Increasing Women's Contribution to Policy Making

Assuming that male-dominated systems cannot be dislodged, that they presently give women a raw deal, and that men will not voluntarily change these systems, it is important for women to aim for power in them in order to ensure as far as possible that they produce the outputs women want. Women must be in decision-making positions in substantial numbers or else they will only continue to attempt to influence male decision makers from a position of weakness.

The history of the suffragist movement in Britain has shown that reasonableness took a very long time to prevail. Emily Davis was one notable woman who was very anxious not to upset people, and thought it extremely important to improve the pioneers 'respectability'. But the suffragists' tactics did increase support for the cause among women generally - because they made it news.

How long should women be content to wait before they have a fair share of the government of education? Should women try to secure an equal share of 'men's education'?

It is true that Australia has one of the lowest rates of women in educational decision-making positions in the world. One tactic to pursue is to publish the facts of their low participation in a way which the media cannot ignore. The women's demonstrations on ANZAC day have shown what kinds of action can draw attention to rape and the civilian victims of war, which were not subjects the media gave much attention to before women highlighted them.

To try to get women into the formal power structure is not useless, but it is questionable whether that is a sufficient tactic on its own. For example, use should be made of Senator Susan Ryan's presence in the Cabinet and her influence as Minister for Education and Youth Affairs in the Government.

The toll on individual women working through the system should not be under-estimated. It may be better to use methods which women find more congenial and less exhausting - even fun sometimes - and which reach out to, and build up, a much wider constituency than behind-doors decision making in a hierarchy ever can.

Women work in very different kinds of organisations: some of them work by everybody doing every job and having no hierarchy, no leaders and no office holders. This may at first be very uncomfortable, but can teach a great deal. For example, the International Alliance of Women, one of the few Category 1 non-governmental organisations which are in consultative relationship with the UNESCO and other United Nations bodies, was established at the beginning of this century and was set up in a very hierarchial mode. It has an immensely elaborate constitution for the election of representatives and the composition of the council and a very elderly membership. But they have been able recently to work with women who are more interested in corporate planning and developing adequate strategies.

Women of all backgrounds and shades of opinion can work very effectively together. Beliefs are crucial and the importance of theory should not be understated. It is very important to get theory in alignment with practice and beliefs about life. But women can work with women of different backgrounds very readily because they have a great deal in common; for example, the women's movement in the Republic of Ireland where the position of women is extremely depressed. There is no divorce, it is very difficult to get contraceptives and there is no liberal abortion law.

However women have secured the establishment of a Council of Irish women which is an advisory body to the Government, similar to Australia's National Women's Advisory Council, and within that body are representatives of every women's organisation from the most way-out women's liberation groups to the most conservative bodies representing Irish wives and mothers. It takes them a very long time to reach consensus on some things, and clearly there are issues like abortion where consensus has not been reached and is unlikely to be reached in the near future, but that does not stop them from working effectively together.

A basic goal of women's work should be to empower others, which leads to different procedures and processes. This can be seen working in the women's movement. Although tolerance may be seen as being mental and emotional laziness, it is something much more positive than that. Women can enjoy working with others and making friends with others over work while respecting differences.

The women's movement has shown that there is an organisational form which is more congenial to women in terms of moving groups to achieve tasks, which is what business and education management is about. The limits of tolerance of the system should be tested. One of the biggest barriers to be overcome is the feeling that the system, whatever it may be, is totally inflexible; something which some men like to put over. They actually like static organisations and feel threatened with fluidity and change. There are, however, quite a lot of people about in the management education world, for example, people like Professor Reg Reevens, who pioneered action learning, who are aware that classic organisational behaviour is actually constricting, constraining and does not foster creativity. There are people in Australia beavering away in companies, like Shell, who understand these matters. The task is to find them and to join hands with them.

WOMEN IN EDUCATIONAL MANAGEMENT

Joan Bielski

As women do not administer the education systems, the training institutions and the educational research establishments, they can hardly be held responsible for effecting reform. However, women individually and collectively have a vested interest in a non-discriminatory system. Therefore, women educators will need to develop a wide range of professional and political skills to effect change for themselves and their female colleagues.

The present education system is characterised by a male-dominated administration and by the values of past-generations, when male dominance was taken for granted as the natural order and the hidden curriculum was designed to advance men and support them in their economic role. While education has been a liberating influence for women over the last 100 years, at the same time, it tends to reinforce attitudes and habits of deference, altruism and submission.

The socialisation of women and girls creates difficulties for women individually and as a group, both in their personal lives and their professional and occupational lives. The habits of deference, altruism and submission make for sex role conflict between personal and work lives which many do not resolve. Too many consent to be followers, not leaders, the managed instead of the self reliant. Also deference, altruism and submission are not ordinarily rewarded with professional preferment or promotion or financial reward or indeed with the respect of employers, colleagues or students.

If education is to foster equal opportunity for women, there will have to be a conscious planned systems response which will include a reassessment of the administrative structures, of the male priorities on education, an acceptance of responsibility by the senior administration for reform and a change in educational governance to a less authoritarian, more cooperative consensus management style and an increased value placed on the teacher, that is, the development of a school climate more acceptable to and accepting of women and girls.

Change will also include the allocation of resources to counter past discrimination. Change will also include the allocation of resources to major professional development programs for women teachers and women academics.

The States of New South Wales, Victoria and South Australia have anti-discrimination legislation. Part IXA of the New South Wales legislation makes it mandatory on the Departments of Technical and Further Education and Education to carry out affirmative action, and the section lists the procedures and programs to be followed. The New South Wales Department of TAFE has developed quite extensive, departmentally approved training programs for women.

The Department of Education decision-making processes for staff development are decentralised to regional committees and these appear less likely to support teacher sponsored programs for women. Such programs do not as yet appear legitimate to the Staff Development Committees.

Other States are developing women-only professional development programs. West Australia's annual Women in Education Conference not only creates awareness of professional issues but is also a great morale and competence building exercise.

Tertiary education is exempt from the affirmative action section of the Act. Tertiary Education Staff Development Centres have not yet developed professional development programs for women, nor for that matter have they developed programs for staff in general to assist them in appreciating the dysfunctional nature of institutional and individual discrimination.

Many women teachers and educators are already the 'component, successful,attractive nurturant' role models, exhibiting the 'cheerfulness, enthusiasm, patience, fairness, consistency and optimism' which research indicates elicits respect and inspires imitation. Many also present positive, same-sex role models and do influence women and girls to aspire and achieve. Yet women as a group are not powerful in education. Other participants and conference documents show that women are few in management at all levels of education. If they are there, it is usually in specialist areas - early childhood education and physically and intellectually handicapped children's education. They are unlikely to be involved in institutional or systems planning, that is, budgets development and finance, selling priorities, developing and implementing new technology in education. In the area in which women were once more numerous - educators in teachers' colleges - since the advent of colleges of advanced education, women's position has deteriorated quite considerably vis-a-vis men.

Concerning women's position in the three levels of education, women's experience of powerlessness appears greatest in tertiary education:

- Women in tertiary education are most numerous in the lower ranks of academe; they are more likely to be untenured than males; they have a poor bargaining position and exhibit high levels of insecurity and anxiety.

- Many women experience daily petty demoralising discrimination in the form of denigratory remarks, being allotted the less attractive teaching and organisation jobs.

- Many male colleagues profess liberal attitudes and can articulate pro-feminist attitudes but act otherwise. This is particularly difficult to combat.

- Tertiary institutions have made little or no efforts to examine their practices and priorities. The male life pattern, the male life style and male priorities are still uncritically accepted as some natural law which inexorably determines the time tabling of classes, committees and events in tertiary education.

- Staff associations are relatively weak industrially and have only lately begun to work for women as a group and experience ambivalence in caring for its least powerful members.

- Many women in tertiary education have poorly developed political skills. While well versed in their particular disciplines, they lack general knowledge of organisational structures, including their own institution and its relationship to government and the society. They are easily outmanouevered by superiors and colleagues who use sophisticated 'insider' information and networks to defeat women's frequently reasonable demands. Child care is repeatedly refused on the grounds of the Commonwealth Tertiary Education Commission's funding policy, but little or no effort is made to influence this policy. Priorities can be summed up as - 'It's easier to park your car than park your kid'.

- Women are frequently excluded from influential committees because of their relative status, the time the Committee is scheduled to meet or because they are not part of the network of influence from which committee members are selected.

- The few high status women rarely express or show support for other women.

- Many other women are untouched by feminism, and are individualists. Many keep their distance from known 'feminists' and the staff association.

The research of Gale, George, Davies and the authors of *Why so Few?* report a situation which suggests this assessment is correct.

In the present no-growth situation in education it is unlikely that women can markedly change their position in the hierarchy of education in the near future. It is also questionable whether in fact it is worthwhile to do so. Being seen as competent, successful, attractive, nurturant and powerful is not necessarily a factor of where you are in the formal hierarchy. There are other sources of personal and professional power to be explored.

The value of women seeking promotion should not be totally depreciated: many should do so. Those who do will be rewarded with the respect of colleagues and students and they will be in a position to influence the resource allocation and the priorities of education.

However, the formal hierarchy as it exists in education is somewhat dysfunctional. The hierarchial and administrative model began as a military model in which high levels of obedience and safety were required. It is still suitable for authoritarian regimes and public utilities requiring high levels of safety, such as public transport systems or industrial organisations, again where safety is a major concern. Where the hierarchial model has been modified by the extensive use of committees or working parties, women are rarely involved because status, not expertise, is more likely to be the criteria for receiving an invitation to join.

In task-orientated occupations like education, which hopes to enlist the hearts and minds of its workers, a more democratic style is more likely to bring out the idealism and wholehearted cooperation of those engaged in the educational process.

If educational administration is to become more acceptable to and more accepting of women, women should be pressing their unions and their institutions to develop a system of administration and policy making which is not limited to those on the top of hierarchy. We might also consider limited tenure of senior positions where those in senior positions held office for a fixed term of say five years, renewable for a further three years and then reverting to the ranks. Unions do this already, why not management? More people, including women, would experience major professional responsibility and power during their working lives. Fewer persons, male or female, would be tempted to develop an authoritarian style, remembering how in future they will be back in the ranks.

It is important for the majority of us that we analyse and pursue other sources of personal and professional power, other sources of influence, so that we can influence policy, and the climate and content of education.

Women wishing to be powerful and wishing to be seen as powerful will need to -

(a) confront the effect of female socialisation on their personal and professional lives;

(b) confront the effects of sexism in their institution;

(c) be assertive and master the techniques of persuasion;

(d) be au fait with research, policy and administrative developments in education with the theory and practice of organisation;

(e) develop a high personal profile in places of work, in the union, at home and in the community;

(f) articulate their desire for promotion, or administrative jobs.

Women's internalisation of sexism affects their work role in a variety of ways. It is well documented that many women experience role conflicts and do not realise their potential because they do not allow their working life to impinge in any way on their private lives. They have internalised criticism of working women especially married women and so to avoid guilt or comment, are not available for after work activities, faculty meetings, union meetings, inservice and professional development programs or summer schools, which require absence from home. They defer to others to their own detriment and do not see themselves as having full civil rights, including the right to work. They allow those near to them to dictate the terms under which they will work. Women should appreciate that developing a full professional role does not mean neglecting family. It does mean creating in their families an expectation that professional responsibilities will occasionally impinge on family life, and that

domestic jobs and personal maintenance jobs are things to be shared. Women need to develop balance between their private and professional lives, not subjugate one to the other. Similarly, they must be active in impressing on their unions and employers that the female life style and life pattern are legitimate and that such things as child care, and leave conditions adequate to maintain careers during the child-bearing and child-rearing years are rights and necessities.

Habits of dominance, in men, deference and submission in women, are expressed in speech patterns and body language. The literature suggests and personal observation supports the view that men believe that what they say and do is more important and more authoritative than what women say and do, that they interrupt women, disregard their views and address their remarks to other males. In classrooms, males speak more often and demand more attention than females. Female educators need to develop assertive, coping patterns of speech and behaviour if they are to affect change for themselves. Some may feel the need to do assertive training to accomplish this.

Because it is often assumed that women do not want or are unsuitable for promotion, women actively have to articulate their needs for promotion or consideration for administrative jobs, that they are available for organisational duties like time tabling and committees, and for up-front public duties on public occasions. It must not be allowed to be assumed that these duties are automatically to be done by males. Time tabling and committees give insights into administration otherwise unobtainable. Public duties demonstrate power and competence.

If such duties are ordinarily done by males, women should suggest job rotation to break the pattern and then offer themselves. If verbal requests are ignored it is advisable to make a request in writing. The use of bureaucratic techniques are part of asserting oneself and demonstrating to colleagues that the proponent is to be respected, understands the implications and expects that their wishes will be taken seriously. It is also hard to ignore the public record.

It is important not to acquiesce in sexist remarks or sexual harassment of self, female colleagues or female students, not only because it is demeaning but it is also debilitating and contra motivational.

The female educator who wishes to be seen as competent and authoritative needs to continue to develop her knowledge of education theory and practice of government and institutional policies and administrative practices. To do this she will need to read the ongoing professional literature, the policy statements and official memoranda. The well-read aware educator, secure in her competence, is better placed to assert herself in professional discussions and in putting herself forward for managerial and organisational jobs.

If women wish to be a force in promoting equal opportunity, it is also necessary for them to be aware of the research on sexism, its male/female aspects, its role in self-esteem, motivation to learn, behaviour, aspirations, promotion, job choice, income and employment, the psychological 'unseen' nature of sexism, the effects of class and culture, and the need for and the means for remedy.

It is important to be able to demonstrate authoritatively to colleagues that countering sexism in education is a professional, not a personal issue. It is not enough to be able to make assertions about justice or injustice. Women have to be able to demonstrate to colleagues how sexism in education is dysfunctional, how it affects their colleagues and the system, and be able to put forward changes in curriculum, resource allocation and employment promoting change.

To sum up, it is valuable for women in education:

- to reassess their commitment to teaching and private life;
- to be secure in their right to work and right to leisure;
- to develop attitudes of enlightened self interest;
- to be aware of the social dynamics of organisations;
- to be active in promoting reform for their own, for their female colleagues, in the knowledge that this will benefit both males and females;
- to attempt new roles, seek advice, share information, encourage others, network, join a women's professional support group;
- to take risks, trust colleagues, expect to win, get over the habits of deference;
- to learn to negotiate from strength, persist in the fact of negative responses;
- to learn positive responses to put down;
- to turn down requests for time-consuming activities not in line with your duties;
- to offer for committees, union activities, course and conference organisations, that is, for situations which offer learning and growth;
- to be a presence at conferences, staff development courses, in school organisations and on public occasions.

The foregoing may appear counsels of perfection. However, not everything need be attempted at once or altogether.

There is no individual solution. Professional development programs for women only which address these issues, are needed. They are a proper part of any affirmative action training program and justify the allocation of substantial resources at this point to women's professional development in education, at all levels.

Anti-discrimination legislation will restrain more direct forms of discrimination. By itself it will not remove the negative self image of many women, nor without affirmative action will systemic discrimination be reduced.

So that women may address the psychological and structural barriers to achievement they need opportunities where the factors in negative self image are addressed, where women are reinforced in their right to work and are helped to understand the systemic nature of discrimination.

It is imperative that the various Federal funding authorities allocate funds to 'women-only' professional development programs. Unless the directives to institutions are specific not only will women not get 'women-only' programs but as now, they will be left out of mainstream programs. For instance in transition education programs girls were missing out until the Commonwealth Government intervened directly and specified that a percentage of transition funds had to go to programs for girls.

The Commonwealth Schools Commission and the Commonwealth Tertiary Education Commission must explicitly state that they are allocating funds for self development programs for women and also explicitly state the rationale - past discrimination and the failure to develop and utilise the female skills and female intelligence. Similarly, State and Commonwealth anti-discrimination legislation must contain sections which legally permit redress programs in training, education and employment.

AVENUES FOR PROFESSIONAL DEVELOPMENT :A Personal Perspective

Valda Ward

Introduction

For some years I have been interested in the way in which education has been managed, and welcome the opportunity to discuss with you some thoughts on the particular concern of this session, that is, avenues for the professional development of those women who, in one way or another, are responsible for the 'managing'.

I present to you a very personal perspective covering:

- my involvement in both the Victorian Education Department and the Catholic education system;
- my formal study in educational administration, part of which was a somewhat unusual practical exercise in helping to change an administrative structure;
- insights I have gained into the professional development of school principals through my participation in a working party of the Commonwealth Schools Commission.

Although such considerations may seem to emphasise past experiences and practices, I share your concern for issues relating to professional development for women in educational management today and in the immediate future. For this reason my concluding remarks will be directed to some of the practical matters which I believe need most serious attention.

Personal Background: Different Education Systems

A word or two, firstly, about my personal background for the past fifty-three years. I spent my childhood in the western district of Victoria, two years in a Catholic boarding school in a provincial city, a year as a student teacher in a government primary school, a year in a government teachers' college, three years as a university student, and then six years as a secondary teacher in a government high school. My immediate participation in the Victorian Education Department ended with my membership of a religious order which began at the end of 1958. At the conclusion of religious training my involvement with the Catholic education system resumed - this time from the other side of the desk as it were, teaching in a secondary school owned by the order, followed by several years first as lecturer, then as principal of a Catholic teachers' college. My involvement was to change again in 1973 when I was elected as leader of the administrative team of the religious group. The past two years have been spent in study leave at an interstate university, and this year I am principal of a senior secondary school for girls.

I would like to speak briefly of the result of my reflections on what this involvement in education has meant for me. First, it seems to me that everyone, whether student, staff, parent, or member of the wider community, wants to feel that he or she is significant, that other people really care. Last week, at a conference on 'Nuturing growth in the Catholic school', we looked at some of the questions which we need to ask of our schools. For example, how manipulative is the school? Who is heard? Whose opinions count? What happens to those who don't 'fit'? How 'personal' is the school? Do the structures fit the rehetoric? Since then, I have been trying to ask myself, the school principal, the same questions.

Secondly, we need to be aware of the social reality of the school. Whom do we recognise as making up the social reality in our institution? How do we as educational managers know what is going on in the school? What do we do about it?

Thirdly, all of those people who are part of the social reality need to have a common commitment to the purpose of the school. Educational institutions are not isolated in the desert, as it were, but very much in the market place. Because there are so many people with so many interests, then no matter how committed we are to the common purpose, we can expect conflict to arise. How does the educational institution cope with this? How does it encourage the logical reasoning capacity of people? How do new thinking patterns develop? In every school the principal and the staff are facing a different 'mix' of people whose influence on the educational institution will demand that the principal, in particular, be skilled in handling groups diverse in age, cultural background, level of education, and so on. From this it would seem that the most important skills will be the ability to build relationships.

Fourthly, women in educational management do need to be aware of the politics of their particular scene.

Fifthly, we need to use our educational institutions as centres for affirming women and working out models of co-operation.

Educational Administration

As far back as the mid 1960s, when I was first appointed principal of a Catholic teachers' college, I questioned the capability of the administrative structure of most educational institutions to serve the people in the institutions. I then began a long period of formal study as an external student in educational administration. This was not my first sortie into external studies. In previous years, while I had gone about my rather visible activities of teaching and so on, I was also engaged in less visible activities which included the completion of various courses, most notably Dip.Ed. and B.Ed.

My studies in educational administration (Dip.Ed.Admin., and M.Ed.Admin. (Hons.)) proved to be invaluable in that they provided a theoretical background against which my everyday experiences in education could be considered. It certainly became very clear that there was nothing as practical as good theory! At the same time I was involved in working with other Sisters of Mercy to develop a new administrative structure for the 3,500 Sisters living and working in every State of Australia and in Papua New Guinea. For the past two years, as a doctoral student at the University of New England I have been analysing that venture, and am now convinced that many conclusions that have been made about the Sisters of Mercy could well prove interesting to other women who feel neither comfortable nor effective in present structures in educational institutions, to say nothing of systems. Our concern was movement from two existing forms of administration, both of which had certain strengths and weaknesses, to a new and more collaborative model, better suited to the life-style and work of the Australian Sister of Mercy and reflecting the values and stance of the total institution in the contemporary world.

With regard to our relations with each other, we came to understand the need to communicate in such a way that we revealed our significance to each other. We saw the need to affirm each other, to challenge, to confront, especially to let go of ideas that were 'worn out', to be courageous enough to grapple with innovative ideas, and to be prepared to give them a realistic chance of working. This is being achieved through a Mercy network of personal and professional support which is developing locally, in each State, and nationally. We are obviously different in composition and purpose from similar networks for women in the business world! I do agree with them, however, that we do not want to develop all-female ghettos or the equivalent of men's clubs.

A good deal of literature has been produced in the United States of America concerning what happens when women create an organisation and when women are its only members. Little has been written about this aspect of religious organisations or of girls' schools. Our religious order has a number of girls' schools which we see as providing an increasing range of opportunities for girls to come to know themselves and to carry out many tasks which are traditionally given to boys in a co-educational school.

We learned much about the legal considerations of changing a structure of administration. We operate within the overall structure of the Catholic church and our efforts to gain approval from Rome for our new structure involved a lengthy period of study of alternative forms by the Sisters, the composition of what amounted to a legal brief by two lawyers versed in church and civil law, a month-long visit to Rome to enter into negotiations with representatives of the church, and final ratification of the structure by the Sisters. For me and for all the Sisters this was an important exercise in political analysis. A very important question was this: Who makes which decisions?

We learned that once established, structures of administration seem to develop a life of their own; a life which they are reluctant to relinquish. New structures come to birth very slowly! Again the traditional pattern of women's role in leadership in the church has also been changing very slowly, but it is changing. We need to work with each other, persistently, over a long period of time to ensure that the change which occurs has a firm basis of step-by-step success. It is clear that legislation does not

necessarily either describe the way things are nor make things happen, but the law is certainly very powerful.

I know there are problems in changing the administration structure both in our schools and in our education systems but my experience of Australian women is that they are courageous and persistent; that they will take risks; and above all that they are prepared to be flexible and creative. They have a special vibrancy that could well be considered an essential element in the development of any new strategies towards change in structure.

Working Party on Professional Development for School Principals

The final part of my brief was to tell you something of the insights I have gained from being a member of the Commonwealth Schools Commission's working party on the professional development of school principals. As our report has not yet been presented to the Commission I can do no more than give you my impressions of the work of the group.

Many people preface their remarks about professional development of school principals by saying that we do not have enough information; little research has been done; and so on. At present, four studies are being undertaken:

- a descriptive profile of school principals in Australia;
- a compilation of selection procedures for principals in each State, in different systems, and in particular schools;
- a number of case studies to ascertain perceptions about principals of people closely connected with them;
- the development of a bibliography of writings already available on the Australian school principal.

It is sufficient to say at this point that the work is progressing; that each of the people to whom the studies have been entrusted is producing a most professional piece of work, and the results will be invaluable as a very firm and public step towards a recognition of the need for a new type of professional development for all principals, but most particularly for women.

One interesting question is this: In what way do selection procedures influence choice of principals? For me, another question concerns the relationship between the way in which a religious order is administered and its method of appointment of school principals. I must admit, however, that whatever the results may be, I would like to conclude my part in this session by sharing with you some thoughts of my own on the issue of professional development of women in education management.

Conclusion

I believe that each woman in education must look honestly at herself and at the kind of education which she would aspire to manage. For example, if a position has certain academic qualifications as a pre-requisite, she must be prepared to gain those qualifications. She needs, too, to find out if she is temperamentally suited to the position. Again, she must find out about the interview procedures while being sure that she presents herself authentically.

Everyone in the educational institution must be encouraged to come to grips with the unique contribution that the institution can make to the student. That means that women in any management position must be prepared to be criticised for the educational experience the school offers and for the way in which curriculum reflects belief about those educational experiences.

Women in educational management need to learn techniques to tap the personal and other resources of staff, students, parents, and members of the wider community. The decentralisation of decision-making which is occurring in both systems and schools will demand that this be a high priority.

Women, in wondering how to overcome problems associated with present school management, need to find different ways of coming together so that they may look at their fears and insecurity, and plan to move on courageously and optimistically. As you are aware, 'burn-out' is a very real problem for professional women and much of it could possibly be avoided if we came together to offer our personal gifts to each other. If we want to do something different, something truly innovative, we can often feel isolated and very lonely in our work. Often, too, we simply do not know how to cope with the devaluing of women so prevalent in Australian society.

Women need to support each other in taking small but successful steps in regard to innovations in management. For this, some training in political analysis would be appropriate! This is hard work; there is little room for a bland approach.

Women need to be 'now-oriented', that is, to look at present concerns, such as unemployment, sexism, unjust distribution of resources, but at the same time also future-oriented. For example, at the recent seminar on peace education, it occurred to me that we have not yet really considered the issue of non-violence as a matter for study in our educational institutions. I am now wondering whether among the many roles I play I am seen as a peaceful role model by students, staff, parents and people in the wider community. Again, we need to study the influence of technology not only on curriculum but on the whole organisation of learning experiences.

Women, in all systems, need to spend time together to discuss and plan for successful organisational change, particularly change in administrative structures. We need to identify those women who can work on the 'big' scene, and those who can do most on the local scene - and support them where we can.

I am very conscious that we are here to talk together, to affirm each other, to exchange ideas, and to come up with proposals for action which will mean something to all of us. Many women, and even those successful in attaining their goals in educational management, often feel that they have little control over what they want to do. I do believe that together we can have more control and feel a great degree of freedom of choice. We each want to be significant, to amount to something. Anything which prevents this is certainly a problem.

In speaking with some of us a few years ago, an American Sister of Mercy made the following comments which, for me, sum up the importance of our being together at this time and in this place.

There is a sense among women
that we are on the brink of a future that is at once known and unknown
linked with our present experience
yet beyond it and different from it.

We have tapped our roots and found them rich and deep.
We have made promises and travelled miles to keep them.

We have been touched, called, challenged by life and by each other
to a future of constant journeying into wilderness that
is not desolate but rich.

Our choices along the way create and shape what we discovered at the end
What happens on the journey is what human kind will become.

WOMEN IN EDUCATION :An Historical Perspective

Quentin Bryce

I would like to thank the Australian College of Education for asking me to speak to you. It is a privilege to join with so many able and dedicated people in discussing a matter of great concern to us all: the status of women and the opportunities open to women in Australia today.

I must say straight away that I may disappoint some of my listeners. I do not bring some important statement, an authoritative new fact or a major policy announcement. In addition, I am not qualified to speak of the specific situation in education. In any case we have already heard from experts in that field, who illuminate their facts with many years of experience.

I have chosen, instead, to talk about ideas, perceptions of the world which often recur in the matters which come before the National Women's Advisory Council, and in the wider perspective of women's experiences in our society at large. In so doing, I can avoid adding a few pebbles to the avalanche of facts that are poured upon our minds daily. Facts are all very well in their place, but every now and then we need the indulgence of giving up facts. So tonight I am giving myself that opportunity - for sharing ideas without the constant drum beat of facts, hard data, evidence. Conferences such as this are of course fertile ground for sharing ideas. The unwritten agenda provides the pleasures of meeting fellow workers, talking and sharing. How often do we go away saying "the papers were so-so, but I met the most fantastic people".

The three thoughts I want to explore tonight are:

. maintaining the traditions of women;

. maintaining the values of women; and

. keeping open the doors for women.

At this conference we are of course concerned with these matters in the context of education, but they are applicable to all forms of endeavour: agriculture, medicine, business, to name only a few which have been considered in recent years.

Maintaining the Traditions of Women

Women have a great tradition in the history of education in Australia. From the early nineteenth century they created private schools, orphan schools and academies for young ladies throughout the various Australian states.

The Hobart Town Gazette of 5 July 1923 carried the announcement that Hannah Maria Davice and Elinor Binfield were opening a superior girls' school -

> ... an establishment for the instruction of young ladies, in the various branches of liberal and polite education. From a system already followed with great success in England ... they will be enabled to combine all the useful and solid acquirements with the more feminine and ornamental accomplishments ... to form and adorn the female character.

This venture eventually culminated in the founding of Ellinthorp Hall in the midlands of Tasmania, which became a famous residential school catering for pupils at various social levels.

Some ventures were small in scale and now seem risky as a means of livelihood.

Miss Blackmore of Melbourne, for instance, in 1840 proposed to open a seminary for young ladies. The *Port Phillip Gazette*, 19 December 1840, announced the venture:

> Miss Blackmore proposes to open a seminary for young ladies in the town of Melbourne ... in all the branches of genteel education.
>
> Miss Blackmore will have accommodation for six boarders; every attention will be paid to the comfort as well as the religious and moral improvement of her pupils.

In 1841 Mrs T H Braim addressed the young ladies of Melbourne after her recent arrival from Tasmania.

> Mrs T H Braim proposes to receive ... eight young ladies as boarders, whose improvements in all the branches of useful and ornamental education will form her anxious care. (*Port Phillip Gazette*, 10 March 1841.)

In fact the talents of Mrs Braim were lost to the young ladies of Melbourne. Shortly after she joined with her husband in the founding of the Melbourne Grammar School.

As women, we need to be reminded of these traditions. We need what some feminists have called 'Herstory'. If women are to feel confident in the activities and endeavours they choose, they need the support of traditions and models which are relevant to them and their experience.

Perhaps the controversy about the value of single-sex schools is relevant here too. It must be admitted, I think, that for girls the models presented by women in authority, the possibility of self-exploration in a female society without direct competition from male norms and behaviour, can be of enormous value in their personal development.

Many of you will be familiar with Dale Spender's work on what she calls the disappearance of the women of the past. As she points out, reinventing the wheel every generation or so is hard work. The transmission of a body of knowledge and experience gives a source of strength to the succeeding generation. If we know we are not unusual, that others have been there,

done that, we can ride on with confidence, rather than expending our energies on exploring possible dead ends.

Now that women are entering many new fields of activity outside the tradition of the caring roles based on their domestic image, a problem arises. To succeed in these new endeavours often means that a woman must discard her traditions, her strengths as a woman.

Maintaining the Values of Women

The National Women's Advisory Council has recently been concerned with the question of women in management. Some of the social definitions of good managers, which I suppose must indicate successful managers, make disturbing reading: the capitalist entrepeneur, the organisation man, the status seeker and the gamesman, are all incomplete representations of human beings. Certain of their values, such as power, competition, control and ambition, are more developed than others. The gamesman has been described as the epitome of the age of individualism and the corporate construction of identity - the successful entrepreneur, the self-seeking, detached, committed executive who has become emotionally inaccessible and whose social reality is the world of the firm.

Perhaps the more optimistic outlook of another writer should be considered:

> If our stereotypes of women are correct, the skills and behaviour they acquire in becoming a woman are exactly those of good managers: they are trained in human relations, not test tubes and machinery; in insight; in the organisation and maintenance of a social unit, the family; in command not through arbitrary orders, but through persuasion and participation; in taking care of subordinates and serving their needs so surely they could become excellent managers.

Why then did the recent survey for the Ralph Committee of Inquiry into Management Education find only 3 per cent of managers who were women?

What happens? Where do these excellent managers, and the qualified women aspiring to the higher ranks of professions, disappear to?

One of the distinguished speakers at this conference, Virginia Novarra, has offered one explanation. Speaking of the fashionable recognition that 'male' values must be balanced by 'female' values, she says that if men do adopt 'female values' she can 'readily envisage them rejecting actual women as only imperfectly embodying the "feminine principle"'.

Other women may choose not to adopt the norms and other requirements of success. They find their own values and experience are incompatible with the systems of an environment hitherto dominated by males.

This is probably the central dilemma for women today, both in their personal advancement and in considering the general nature and structure of society. Do we aim to succeed in the system, gaining thereby the power to

change it and also to provide the essential models and trails for the women following? Or do we refuse to be absorbed, and look for personal satisfaction and fulfilment according to our values?

In this case we then of course reach the stale-mate position, where we are told 'I would love to promote/appoint women, but they never apply'.

Sometimes it is necessary to remind ourselves how male norms and male perspectives dominate social reality. We may be told we are making a fuss over nothing, as with the use of the generic 'he' or 'man'. 'It's established usage, why should we want to change'.

As Virginia Woolf reminded us, imagine Shakespeare's plays if men were shown only as 'the lovers of women, and never never the friends of men, soldiers, thinkers, dreamers -- we might have most of Othello and a good deal of Antony; but no Caesar, no Brutus, no Hamlet, no Lear'.

Moving from the sublime to the more commonplace, the writer Jill Tweedie gives a graphic description of the relative virtues of babies and spark plugs as the topic of conversation at a dinner party. This of course has been done many times before - but she includes a splendid sting in the tail. Her heroine, Martha, arguing with her husband explains: 'Fair do's I said to that man, do you have children? Yes, he said. Well, I don't have sparking plugs, so heads I win'.

Is it any wonder that women have looked at today's organisations and said crisply 'include me out'? Unfortunately, there is also evidence that women are included out whether they like it or not.

Keeping Open the Doors for Women

Again using material collected for the Ralph Committee, we see that both teachers and management students have reservations about encouraging more women to enrol in management courses. Twenty four per cent of teachers and 42 per cent of present or recent students did not agree with more women being encouraged.

Eileen Byrne has documented the effects of the tyranny of size: as institutions change and become larger, or co-educational, or multi-disciplinary, the senior positions are filled by men.

Perhaps I can interpolate a little bit of 'Herstory' here. In 1928, the Director of Education in Victoria decided that only male applicants would be accepted for the position of Chief Inspector of Secondary Schools. I quote part of his reason.

> For the first time in our history, education for all beyond the primary stage is being provided, and it is essential in this field that the education should be adapted to the future needs of adolescent boys and girls.

Only a man could fill such a position, 'with full knowledge of modern conditions and of the educational needs of boys'.

They of course were the future bread-winners, the needs of girls were much simpler. I am happy to say that finally a woman, Julia Flynn, did gain the appointment.

Keeping the doors open may appear a hopeless task. A comment by another speaker, at the conference, Fay Marles, was reported recently. Regarding selection criteria she said:

> It has been obvious that by the criteria they were using it was unlikely there ever would be a woman who would measure up.

And another feminist writer, Janet Richards, has pointed out that really there is no need for blatant discrimination of the kind which states - no women. The criteria simply are framed explicitly or implicitly, so that women are automatically excluded.

The task facing women now is to speak with their own voice and to make sure it is heard. It is time for change. One of our most powerful tools for bringing about this change is the formal ratification by Australia of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women. The necessary legislation has now been presented to the Commonwealth Parliament. Both as an individual and as the convener of the National Women's Advisory Council, I have strongly supported the convention. It seems to me that we must have the support of formal legal processes, that official recognition that discrimination against women is not acceptable in our society today. The doors are opening but we must remember to maintain our values as we go through.

I would like to conclude by quoting Lucretia Mott, the American feminist. She is a most appropriate patron for an education conference. Her interest in women's rights or the women question as she called it was first aroused when she found that she as a female assistant teacher was receiving less pay than the male teachers, for the same work.

She said - 'any great change must expect opposition because it shakes the very foundation of privilege'. That is what we are asking, so that is what we must expect.

WHAT DO WE DO NEXT?

Denise Bradley

Preamble

Educational opportunities for women and girls and the employment of women within educational systems have become areas for debate in Australian education since the mid-70s when the Schools Commission published *Girls, school and society.*[1] This publication was the first comprehensive analysis of the relationship of women and girls to educational provision in Australia. It was produced at a time when the need for information on issues raised in the early 70s by feminists was evident. *Girls, school and society* documented the high loss rate of girls from secondary education; their low participation in post-secondary education; their narrow range of career and life choices; the absence of any detailed consideration of women's contribution to society in the curriculum of schools; the failure of the curriculum to provide opportunities for girls actively to examine the options open to them; and the discrimination against women employees in education.

The question of the status of women as workers in education has received increased attention since then in most States. Structural barriers to the employment of women - the marriage bar, lack of maternity leave, discriminatory promotional requirements - have disappeared with the social changes of the 60s and 70s. Nevertheless there is little evidence that the mere removal of these structural barriers has led to any noticeable change in women's access to decision-making positions in schools and within systems.[2] About 60 per cent of Australian teachers are women and, despite social changes and the removal of overt discriminatory barriers, they are not, as yet, represented well on promotional lists or among educational administrators. This is because the mere removal of overt discrimination does not attack the covert or systemic discrimination which is evident in Australian education systems. Systemic discrimination is the fourth of four levels of discrimination defined by Davies.[3] It is

> ... the combination of discriminatory attitudes and practices which directly and indirectly decrease employment and promotion opportunities for women. Further, it includes the inevitable negative attitudes women develop towards themselves and their careers as a result of these reduced opportunities.

Women working within education systems or in educational institutions in Australia are disadvantaged both because of the overt discrimination of the past and because of systemic discrimination operating at present. Any advances that have been made have been accomplished by women working together to effect change. They have not been achieved by waiting for men to give it to them.

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1. *Girls, school and society: report of a study group.* Canberra: Schools Commission, 1975.
2. As Shirley Sampson's paper delivered earlier at this conference shows.
3. Bronwyn Davies, 'Discrimination, affirmative action and women academics: a case study of the University of New England' in *Vestes*, 1982, 25, 15-22.

The positive points which can be made in evaluating the situation in 1983 are:

1. There is anti-discrimination legislation in some States, but only New South Wales has any affirmative action provision within its legislation. There is impending Commonwealth legislation, but it is not as thoroughgoing or as comprehensive as could be expected.

2. There are Equal Opportunity Units in some sectors and some areas in some States. They are staffed by people who have been given a well nigh impossible task, who are often working at the limits of their experience in situations where there is little or no structural support at best. The staffing of these Units is, in every State, unsatisfactory.

3. There are Equal Opportunity Management plans in process or planned in two State education departments.

The negative points are:

There are, apparently, fewer women in promotional positions in school systems and the position of women in TAFE and in the tertiary sector is nothing short of a disaster. (At least in primary and secondary education women are represented in considerable force. They are in the system. In TAFE, colleges of advanced education and universities, they are very poorly represented numerically and their chances of affecting policy change are, as a result, slight.) A more receptive political climate appears to exist in some places. The political climate and attitudes to women's issues of the political party in power have clearly been very important factors in facilitating or blocking change in this area in the last ten years. A policy commitment by the Government in power to increase the participation of women in management in education would be an important step in any process of change.

What Do We Do Next?

We need to be quite clear, first of all, that the employment situation in which we find ourselves is only one symptom of the sexism in Australian society. Sexism is supported ideologically by unstated assumptions about the essential inferiority of women - reflected in the distribution of work, of rewards and of social power, and in literature and in the social sciences. We should accept that problems in employment in education for us are no more than a further symptom of the inequality of treatment of men and women in a society organised to advantage men and oppress women. The education sector does not exist in a social vacuum. (In passing, we probably need to remember from time to time that such an analysis does not necessarily mean that individual men with whom we work are necessarily conscious oppressors. We should remember, however, that they do benefit from the advantages the system gives them - the system which has been designed for and by them).

Many of us will never achieve what we deserve in terms of our ability and our effort. As Joan Bielski said yesterday, women in education in Australia are brighter than the men but the cards are stacked against them. Those of us here today may be the initiators of change which will advantage other women, but may not necessarily receive its benefits during our professional lives. Nevertheless we can make things better for ourselves now, and for those who follow us, by working together to effect change. The very experience is so exciting and so liberating of our energy and intelligence that taking action is, in itself, rewarding. Acting on the world to change it has in the past, been seen to be the province of men. Working with women to effect social change may be tiring and frustrating but it is more fun than anything else I have done. It beats sitting and waiting for things to happen!

So what do we need to do to increase women's participation in decision-making in education?

1. We need to continue to debate whether we are to change the system by bringing more women into it or whether we are to change the structures and the behaviours that reward those structures, like competition. It is an important debate and a frustrating debate, but one we must continue. The dangers of co-option inherent in the first approach, or of marginalism in the second approach, are obvious and we need to continue to discuss this matter. I believe a large amount of the discussion of an informal nature at the conference has been around this issue.

2. We must work together for wider social change like anti-discrimination legislation. Using Byrne's terminology, one must distinguish between exhortation and legislative direction, between standard setting and standard enforcing. At present all the Australian legislation where it exists is exhortatory with the exception of the New South Wales Act - it and its amendments set standards and provide relatively mild sanctions against discriminators when a complaint is proven. Byrne argues, like many writers, that such legislation is only the beginning, and that real change will only occur when there is 'legislative backing for the development of national policies for affirmative action'.[4]

If Byrne and the New South Wales Anti-Discrimination Board are correct, then a major facilitating factor must be the presence of anti-discrimination legislation.[5] More importantly, this legislation must encompass the notion, as stated by the International Labour Organisation, that 'positive special treatment during a transitional period aimed at effective equality between the sexes shall not be regarded as discriminatory'.[6]

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4. Byrne, E., *The economic and social case for affirmative action in vocational training - international perspectives*, Adelaide, 3rd Women in Labour Conference, June 1982, 4.

5. New South Wales Anti-distrimination Board. *Fourth annual report*, Sydney: Government printer, 1982, 10.

6. International Labour Organisation, *Declaration on equality of opportunity and treatment for women - the way ahead*. Paris: UNESCO, 1980.

At present, such action is potentially discriminatory in all States with anti-discrimination legislation, except New South Wales. In South Australia any special initiatives for girls or women in education run the risk of a complaint to the Commissioner for Equal Opportunity about discrimination on the grounds of sex.

In relation to the position of women in educational management there does seem, however, to be a need for more than that. The legislative base for positive action must be present. In the United States of America, Title IX is powerful - funding will not be given if there is discrimination. Supplementary legislation like the Women's Educational Equity Act (W.E.E.A.) 1974 takes the second step. It provides support for positive efforts to ensure sex equity. The concern shifts, with the W.E.E.A., from the formal equality enshrined in Title IX to factual equality and support for action. It does seem evident that anti-discrimination legislation in Australia must be amended to allow for factual equality before major changes in women's participation in educational management can improve.

3. We must pressure the Commonwealth bodies which provide staff development funds to ensure that they are used to advantage women. The Commonwealth Schools Commission, Commonwealth Tertiary Education Commission and its Councils must be lobbied constantly and systematically so that we can at State level, tie our local systems and institutions to providing funds for staff development, so that women can gain access to them, both to special programs for women and, as women, to all staff development programs. This pressure must be applied to the Commonwealth funding bodies to ensure that guidelines for funding staff development are modified.

4. Why don't we all join the Australian College of Education? It is the only major educational association representing people from all sectors. It has extraordinary potential as a base for a national lobby - a full-time secretary, office and convenient location. Certainly we should ensure that this Conference requests that the Australian College of Education acts for us to present our recommendations to Government.

In conclusion then, we must operate at all levels and in a variety of strategies - with our institutions, within our sector, at State and national levels. There are enough of us to ensure that we have a voice if we work together. The experience of the 70s was that women were only successful in women's areas if they worked together. This Conference is a remarkable opportunity to support co-ordinated action for the future. Let us use the opportunities it affords.

RECOMMENDATIONS

The Conference Planning Committee for the National Conference on the Participation of Women in Educational Management presents the following resolutions to the Council of the Australian College of Education. The recommendations arose from conference workshops and were presented to the final plenary session where they were endorsed.

1. The Conference Planning Committee *recommends* that the Australian College of Education endorse the following general principles:

   - the fundamental right of women and girls to share equally in the benefits of all educational programs;
   - equal representation of women and men in policy formulation and decision-making in education;
   - improved access to information collection and dissemination relating to educational management for women;
   - access to professional development for education managers, with special provision for women.

   These principles are reflected in the following recommendations to the Australian College of Education and to education authorities in Australia on:

   - legislation
   - professional development
   - funding
   - program design
   - information
   - appointments, and
   - research.

AUSTRALIAN COLLEGE OF EDUCATION

2. The conference commends the Australian College of Education for its initiative in holding a conference on the participation of women in educational management. Participants are concerned that the College demonstrate also its concern for the wider issues of sexism in education in all aspects and at all levels of education and *recommends* that the future activities and publications of the College demonstrate a continuing recognition of those areas, supported by an appropriate financial allocation.

3. *It is recommended* that the Australian College of Education:

- produce a report of the conference and that if it is unable to raise the total funding necessary for this, all conference participants be approached for an appropriate donation to assist in covering the costs;
- implement within the next two years, and by co-option if necessary, proportional representation of women and men on the Council and its Committees and State and Territory Chapter Committees;
- continue its national assessment of the participation of women in educational management by holding a second seminar open to men, with senior administrators in all education authorities, in 1984;
- request Chapter Committees to hold State seminars on the participation of women in educational management, using State participants at the national conference as resource people to review the conference, the issues etc. for all members of the Australian College of Education. Conference recommendations should be forwarded and a cross-sectional delegation of participants should meet the Chapter Committees to discuss the recommendations and the implications of these issues for future activities of the College at Chapter level;
- at national and Chapter levels develop in each individual area of educational activity a list of women suitably qualified or experienced to serve on committees and that these Registers of Women be used in nominating women to various College committees and to represent the College when delegations, conference papers, research activities are called for;
- approach women members of TAFE and other education sectors to become members of the College, and the establishment of a TAFE women's section within the structure of the College be considered;
- encourage the *Unicorn* editorial board to seek contributions from women on the wider range of educational issues relating to women;
- approach the affiliates of the Australian Council for Educational Administration in each State seeking support of the Conference recommendations;
- send a copy of the conference report to the TAFE National Women's Advisers meeting to be held in September in Tasmania;
- approach the Australian Institute of Management seeking information about its plans for conferences, papers or meetings, asking what the Institute is doing about the issue of women's participation in management, and that this information be published in *ACE News*;
- approach national academic staff unions to propose that they mount a national conference on the position of women in higher education in 1985;
- transmit the conference recommendations to the following groups:
  - Ministers and Shadow Ministers of Education, Employment and Women's Affairs, State and Commonwealth
  - Directors General of Education and TAFE
  - Non-government education authorities
  - Vice Chancellors of universities and heads of other tertiary institutions
  - Women politicians, State and Commonwealth
  - Commonwealth Schools Commission
  - Commonwealth Tertiary Education Commission

- Teachers Federations, State and Commonwealth, government and non-government, Federation of College Academics and FAUSA
- Parents Associations, State and Commonwealth, government and non-government
- Premiers, Women's Advisers
- Principals Associations, government and non-government
- Commonwealth Council for Educational Administration and State bodies
- South Pacific Association for Teacher Education
- Australian Association for Research in Education
- National Women's Advisory Council

LEGISLATION

4. *It is recommended* that the Australian College of Education:

. write to the Ministers for Education and Youth Affairs and Employment and Industrial Relations, at Commonwealth and State levels, indicating support for the immediate introduction of measures to promote equality of opportunity and treatment in employment and education and in all social structures, including the adoption and ratification of the ILO Convention on Workers with Family Responsibilities;

. commend the Commonwealth Government for the ratification of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women and introduction of the Commonwealth Sex Discrimination Bill 1983; express its deep concern that the Affirmative Action Program provisions have been omitted from the Bill; and call on the Government to introduce affirmative action legislation immediately and have the provisions of the Act fully implemented by 1985;

. inform Senator Ryan of the need to provide women's lobby groups with timely information on the current developments on sex discrimination legislation so they can lobby effectively on affirmative action proposals;

. request Chapters in Queensland, Western Australia, Tasmania and the Northern Territory to exert pressure on their Governments to introduce Anti-Discrimination legislation.

PROFESSIONAL DEVELOPMENT

5. *It is recommended* that the Australian College of Education:

. convey its concern to all education authorities about the low level of participation of women in educational management and request them:

- to give priority to the funding of professional development courses for women to develop management and leadership skills and the confidence needed to enable them to participate effectively in decision making in education. This would involve provision of specific courses for women teachers, parents, and community members in existing, varied and appropriate forms;

- to establish managerial courses for women, both as an in-service activity (with replacement funding) and for women temporarily out of the workforce while child rearing, in order to build confidence and knowledge of techniques of management and policy-making strategies and tactics;
- to ensure that a proportion of professional development funds be used to enable women teachers to acquire technological skills suitable to develop the education of girls in new areas of technology;

. request all education authorities to provide information about present and planned courses for management training and to indicate the extent to which they have been designed to meet women's needs and the planned and current initiatives in staff development to increase the participation of women in educational management;

. request the Australian Teachers Federation, Federation of Australian University Staffs Assocation, Federation of College Academics and Independent Teachers Federation of Australia to take responsibility at State level for running courses for management for women, which have substance, status and relevance to specific institutional organisational structures;

. write to the Commonwealth and State Ministers for Education, the Conference of Directors of TAFE, Directors/Director-Generals and Personnel Directors of TAFE in each State/Territory recommending that:

- up to 50 per cent of positions in all Executive Management programs be occupied by women of merit;
- staff development funds be allocated for women's Executive Management programs;
- the criteria for entry into Executive Management programs be changed to ensure that potential managers can participate in these programs and that entry to them is not restricted to current managers;

and that copies of this letter be sent to government women's advisers, TAFEC, TAFETA, and the National Women's Advisory Council.

FUNDING

6. *It is recommended* that the Australian College of Education:

. draw to the attention of the Commonwealth and State Ministers for Education the special needs of women for professional development to facilitate the participation of women in middle and senior educational management and request that appropriate funding on a long term basis be made available;

. request all education authorities to take positive action towards ensuring that:

- there be equal representation of men and women on any body or bodies which allocate funds to education;
- the conditions for funding special initiatives include a requirement for institutions to report the impact on women of the projects to be undertaken;

. request the Commonwealth Tertiary Education Commission to ensure that:

  - in the preparation of Vol. 1 of its triennial report the Commission make provision, including special funding, for an Equal Employment Opportunity Unit in each institution, headed by an officer at senior level, and make recommendations which outline guidelines for equal employment opportunity action by the institution;
  - in the event of the above affirmative action provision not being included in the Commission's final advice, that the Minister request further advice from it on this matter;
  - expenditure on child care and family support be recognised as a valid educational expenditure;
  - in line with the precedent set in the 1982-84 triennium of special funding for Business, Applied Science and Technology, provision of similar funding for the 1985-87 triennium be made for initiatives in women's studies;
  - the differential impact on males and females of funding policies both capital and recurrent in relation to all staff and all students be examined and publicly reported.

. request TAFEC to ensure that:

  - where Commonwealth funding is involved in organisations, conferences, professional development, etc., male/female parity of representation be established as a principle for receipt of funding, measured on an annual basis;
  - staff development submissions to TAFEC make specific mention of the needs of women in TAFE and funds be earmarked within TAFEC staff development programs for the provision of courses designed for women. This is particularly vital in the senior management training area which is a current priority;

. urge the TAFE National Centre to support the funding of the TAFE National Women's Advisers Committee proposal for the development of non-sexist curriculum development guidelines and models;

. ask the Commonwealth Minister for Education and Youth Affairs to ensure that the general review of student finances currently being undertaken by the Department of Education and Youth Affairs give particular attention to the access, support and curricula needs of women undertaking tertiary studies and that the terms of reference for the forthcoming major inquiry into student financing include this item;

. request the Commonwealth Schools Commission to ensure that:

  - funds in the Professional Development Program be allocated to States within guidelines which require that special programs for the development of women teachers and parents receive priority at the State level;

- State Professional Development Committees be required, as a matter of course, in their annual reports to include financial statements indicating the amount of funds expended on such programs and the level of women's participation.

PROGRAM DESIGN

7. *It is recommended* that the Australian College of Education:

. express to all education authorities its concern about the lack of attention paid to issues of sexism in education and equal opportunity in educational programs and request them to take positive action to ensure that:

- there be equal representation of men and women on any body or bodies which designs or approves educational programs;
- in designing educational programs teachers, counsellors, and educational personnel be sensitive to the additional needs of girls from different cultural and linguistic backgrounds in educational institutions;
- some professional development training programs be designed for women only;

. request the TAFE National Centre and TAFE Department heads to ensure that there is a substantial representation of women involved at all levels of the national process to define and develop core curriculum, and invite them to seek nominations from the Australian College of Education and the TAFE National Women's Advisers meeting;

. request the Commonwealth Schools Commission to ensure that:

- its Guidelines for the next triennium require that all Programs in all categories:
  . promote the interests of women and girls;
  . involve the participation of women and girls equally with that of men and boys;
  . include special provisions for affirmative action or special programs for women and girls where determined as necessary by the Commission or State government and non-government systems;
- attention be given in co-educational schools to the special needs of girls at the Year 7-10 level, for example, consideration should be given to the separation of girls from boys for teaching by women in certain subjects, such as mathematics computer studies. This could be done through the Commission's Projects of National Significance Program.

INFORMATION

8. *It is recommended* that the Australian College of Education:

. request all education authorities to:

- ensure that a fast, efficient and effective information dissemination network be developed;
- identify and publish a directory of people able to act as advisors on professional management learning methods as a resource for women's groups;
- develop jointly at State level for each sector of educational management a resource file of women willing to serve on education committees;
- require all education statistics to be tabulated by sex and cross-tabulated by type of employment, service of employment, people applying for positions, people applying for permanency, etc.; that the gathering of such statistics be the responsibility of the Commonwealth Tertiary Education Commission and the Commonwealth Schools Commission; and that those organisations assist educational institutions financially to develop and maintain the required data bases;
- build into guidelines for all research projects the requirement that data be collected so that sex differences can be examined;
- require that reports on all educational projects include information on their impact on women;

. request the Commonwealth Department of Education and Youth Affairs to establish a national clearing house for the exchange of information about affirmative action projects in all sectors of education;

. request the Commonwealth Department of Education to develop and to distribute to appropriate bodies a comprehensive calendar to indicate the times at which the various State and Commonwealth education bodies call for submissions, ask for nominations to committees, visit States, etc., so that educational groups can lobby more effectively and move to forward planning rather than responsive activity;

. request the Commonwealth Tertiary Education Commission to:

- ensure that all submissions received from it and its Councils come under the Freedom of Information Act;
- request institutions in reporting both academic and general staff statistics to:
  . provide all information disaggregated by sex;
  . extend information gathered to include hourly paid and part-time, fractional and casual staff which indicates employment status and hours worked by each individual;
  . provide raw data on full-time, part-time, fractional and casual staff which indicate employment status and hours worked by each individual;

- ensure that the guidelines for CTEC Evaluation Studies include a requirement that they incorporate specific reference to the impact of the study for women;

. request the TAFE Council:

- to ensure that TAFE Departments provide information about the processes of current curriculum development and approval and indicate both the numbers of women involved in these processes and the way the processes contribute to the achievement of equal opportunity outcomes for women students and staff;

- to ensure that women in TAFE are informed about the policies, practices and decision-making processes which affect them;

. request each State/Territory teacher union (with TAFE members) and TAFETA to ensure that all future Women and TAFE Conferences have time allocated to reporting on progress made on recommendations of previous TAFE women's conferences and that TAFETA, as part of its report on the 1982 Women and TAFE Conference, write to State participants outlining how they should follow up the recommendations of that conference;

. request the Commonwealth Schools Commission to provide effective dissemination of information about its programs and decision-making processes, including information on contact people, working parties composition, and length of appointment of Commissioners.

APPOINTMENTS

9. *It is recommended* that the Australian College of Education:

. request all education authorities to apply affirmative action in the selection and appointment of women from different cultural and linguistic backgrounds to managerial level positions in education;

. request the Commonwealth Tertiary Education Commission to ensure that when a vacancy occurs on the Commission and each of its advisory councils the position be filled by a women until women form 50 per cent of the membership, and that the vacancies that occur in 1984 be filled by women. (Information on women could be obtained from the Office of the Status of Women Register and State Women's Advisers Registers.)

. request the TAFE Council to ensure that:

- there be up to 50 per cent participation of women in all TAFE staff development activities, particularly in senior management training;

- women in TAFE be represented on the newly formed National Staff Development Committee in TAFEC:

- women be appointed as educational administrators in TAFE with the specific brief for the protection and development of women in TAFE and to encourage their entry into management; that such appointments should be at a level to achieve a policy input and to have a cross system overview of activity; and that the Australian College of Education convey to the press and to the education community the urgency of this action given the alarmingly low participation of women in education administration in TAFE;

- write to the Conference of Directors, TAFETA, TAFEC and the National Women's Advisory Council drawing attention to the complete lack of female representation on the newly-established Standing Committee on TAFE Staff Development;
- request the Commonwealth Schools Commission to:
  - ensure that one full-time Commissioner has special responsibility for women and girls;
  - request the Australian Women's Education Coalition, women's advisers in each State, the Australian Teachers Federation Elimination of Sexism Committee and women's officers/co-ordinators/advisers in the Teachers Unions and Independent Teachers Federation of Australia throughout Australia to nominate women they consider suitable for appointment to the Commission and its Committees.

RESEARCH

10. *It is recommended* that the Australian College of Education request all education authorities to take positive action to ensure that:

- women be equally represented with men on any body or bodies which allocate funds to education and/or determine national and State educational research priorities and programs;
- research to be undertaken for Commonwealth and all State bodies, such as the Department of Education and Youth Affairs, the Tertiary Education Commission and State education departments, be openly advertised;
- in the guidelines for all research projects it be a requirement that data be collected so that sex differences be examined;
- priority be given by all research funding bodies and research sections of State departments to research into ways of improving the involvement of women in educational decision-making;
- to encourage the participation of more women in educational research, one criterion for the allocation of research funds be that research teams include up to 50 per cent of women, and that all other things being equal, women be given preference until a greater number of women are involved in all research areas.

FOR PARTICIPANTS

Networking

11. *It is recommended* that:

- participants organise post-conference meetings in each State and that each participant bring two women to meet the group to share the information and enlarge the network. These meetings should:
  - monitor recommendations;
  - network existing networks;
  - provide Senator Ryan with a list of State Meeting Convenors to whom she would disseminate information;

- existing structures, e.g. the Australian Women's Education Coalition, Union contact newsletters, be utilised to expand networking among women in all sectors of education, including TAFE;
- energy be directed to political lobbying at State and federal levels, particularly as there are State and Federal policies that can be lobbied about and promises to be kept. It is recommended that regular dinners and gatherings be used to establish and support networks;
- the Australian Teachers Federation Standing Committee on the Elimination of Sexism in Education provide information to be used in the establishment of a TAFE Women's Network, using the networks already established by ATF affiliates as the basis for this;
- the Australian Women's Education Coalition co-ordinators in each State/Territory:
  - assist in the development of a women's TAFE network;
  - set up meetings of TAFE women in their States/Territories to assist in establishing networks;
  - devote a page of each *Bluestocking* to issues of concern to TAFE women workers;
  - provide a breakdown of their TAFE AWEC members in each State/Territory which would assist in the development of a network;
- TAFETA regularly devote a page of the *Australian TAFE Teacher* to issues of concern to women in TAFE and that State women in TAFE networks assume responsibility for the production of this page on a rostered basis.

Industrial Relations

12. An integral part of education management is a knowledge of and experience in industrial relations. Given the power to effect change that exists within the union structure *it is recommended* that:

- every participant seek to acquire a knowledge of:
  - the structure of the relevant unions;
  - the spheres of influence of those unions;
  - the policies and personnel;
  - the unions' formal and informal mode of operation;
  - the potential for being involved in the network;
  - strategies for using union resources;
  - officers and structures which currently exist with responsibilities for women's issues;
- women pursue the matter of more flexible and equitable promotion procedures through the union movement. Such changes might include:
  - job rotation;
  - limited terms in posts of responsibility;
  - removal of the relevance of continuity of service to the criteria for promotion in the current procedures.

13. A supportive and consultative process of management is more appropriate and effective for women than a hierarchial and autocratic approach. Therefore *it is recommended* that an integral part of these management skills should include:

- an awareness of and interest in the industrial working conditions of women working at all levels of the particular institution;
- recognition and valuing of the positions of all women within the structure, e.g. clerical staff, grounds people, cleaners, teacher assistants and other categories of support staff.

Exploitation of these workers should be avoided by recognising the skills and contribution these people make in reality beyond their current job description and salary scale and the conversion of the latter to a more appropriate level.

APPENDIX 1

LIST OF PARTICIPANTS

NEW SOUTH WALES

Jennifer Beale, Aboriginal Cultural and Training Institute
June Beck, Ryde College of TAFE
Audrey Bevan, NSW Department of Education
Joan Bielski, Office of the Minister for Education
Clare Burton, Kuring-gai College of Advanced Education
Mary Cannane, St Mary's College, Lismore
Ruth Colebrook, St George College of TAFE
Colleen Combe, Milperra College of Advanced Education
Josephine David, Aboriginal Cultural and Training Institute
Shirley Dean, Macquarie University
Pauline Evatt, Macquarie University
Jean Gledhill, Kuring-gai College of Advanced Education
Beth Hansen, Northern Rivers College of Advanced Education
Patricia Heenan, Catholic Education Commission of NSW
Leslie Hodsdon, Commonwealth Tertiary Education Commission
Jan Milburn, New England Girls' School, Armidale
Patricia Morgan, NSW Department of Education, South Coast Region
Denise Phillips. Catholic Education Office, Sydney
Caroline Ralston, Macquaire University
Ruth Shatford, Association of Independent Schools, NSW
Jozefa Sobski, Social Development Unit, Office of the Minister for Education, NSW
Pamela Waugh, NSW Department of Education

VICTORIA

Diana Bianciardi, Council of Adult Education
Cecilia Bridgman, Victorian Catholic Education Office
Patricia Caswell, Technical Teachers' Union of Victoria
Jude Cazaly, Technical Teachers' Union of Victoria
Margaret Christie, Women in Management
Sue Coffey, Department of Premier and Cabinet, Victoria
Heather Colechin, Geelong Grammar School
Nina Crone, Melbourne Church of England Girls' Grammar School
Lee Dale, Victorian Education Department
Leonie D'Arcy, Santa Maria Convent
Janet Dillow, Technical Teachers' Union of Victoria
Josepha Dunlop, Star of the Sea College
Eva Eden, Australian College of Education
Joan Eltham, Jordanville Technical College
Marjorie Fisher, Victorian Education Department
Diane Fleming, Wesley College
Marilyn Forde, Presbyterian Ladies College
Judith Foreman, Victorian Federation of State School Parents Clubs
Beverley Fryer, Council of Adult Education
Helen Green, Victorian Education Department
Helen Gribble, Victorian Adult Literacy Council
Marie Harold, National Catholic Education Commission
Jocelyn Howlett, University of Melbourne
Carolyn Ingvarson, Ministry of Employment and Training, Victoria
Claire Kelly, Three Teachers Unions Project (Vic)

Jo Kinross, Box Hill College of TAFE
Joan Kirner, Member of the Legislative Council (Vic)
Ros McCormick, Victorian Teachers' Union
Linda MacLean, TAFE Teachers' Association
Barbara McMahon, Council of Adult Education
Arlei McQueen, Victorian Post-Secondary Education Commission
Fay Marles, Equal Opportunity Board
Toni Matha, Office of Episcopal Vicar for Social Welfare
Helen Mayer, Member of the House of Representatives (Chisholm)
Jane Nicholls, Federation of Australian University Staff Associations
Fiona Ogilvy-O'Donnell, Association of Independent Schools of Victoria
Margaret Parnaby, Royal Melbourne Institute of Technology
Marilyn Poole, Victoria College of Advanced Education
Barbara Preston, Victorian Secondary Teachers' Association
Ann Price, Australian Parents' Council
Marta Rado, La Trobe University
Margaret Ray, Member of the Legislative Assembly
Pat Reeve, Australian Council of State School Organisations
Shirley Sampson, Monash University
Janet Scarfe, Office of the TAFE Board, Victoria
Kay Setches, Member of the Legislative Assembly
Cecily Storer, La Trobe University
Suzanne Strangward, Presbyterian Ladies College
Ulla Svensson, Monash University
Jill Thompson, Adult Education Association of Victoria
Pat Thurgood, Victorian Education Department
Ruth Tideman, Lauriston Girls' School
Deborah Towns, Victorian Education Department
Suzanne Uhlmann, Commonwealth Department of Education and Youth Affairs, Victoria
Valda Ward, St Martin's in the Pines, Ballarat
Lynne Wenig, Chisholm Institute of Technology
Ailsa Zainud'ddin, Monash University

QUEENSLAND

June Anstey, Queensland Teachers' Union
Quentin Bryce, National Women's Advisory Council
Michelle Gray, James Cook University
Helena Gulash, Commonwealth Department of Education and Youth Affairs, Queensland
Margaret Hardy,Queensland Department of Education
Anne Hetherington, All Hallows' School
Jenny Hughey, Queensland Teachers' Union
Merle O'Donovan, Queensland Department of Education
Maria O'Neill, Queensland Association of Teachers in Independent Schools
Delle Robertson, Queensland Department of TAFE
Joann Schmider, Queensland Department of Education
Janet Seale, Association of Independent Schools of Queensland
Noreen Wilcox, Heatley State High School

SOUTH AUSTRALIA

Mary Beasley, Public Service Board
Denise Bradley, SA College of Advanced Education (Underdale Campus)
Ione Brown, Commonwealth Schools Commission
Marilyn Davis, SA Department of TAFE
Barbara De Rozario, West Lakes High School
Anne Dunn, SA Education Department
Maureen Dyer, SA College of Advanced Education (Magill Campus)
Barbara Flaum, SA Education Department
Sandra Fueloep, Elizabeth Field Junior Primary School
Catherine Gavigan, Catholic Education Office
Nicole Gilding, SA Department of TAFE
Rosemary Gracanin, Hendon Primary School
Madeleine Hedges, Elizabeth Vale Primary School
Jennepher Hundertmark, SA Education Department
Rosa Jordan, SA Education Department
Helen Kitson, SA Association of School Parents' Club
Helga Kolbe, SA College of Advanced Education (City Campus)
Janice Koolmatrie, SA College of Advanced Education (Underdale Campus)
Valerie Laidlaw, SA Education Department
Alison McKinnon, University of Adelaide
Jill Maling, SA College of Advanced Education
Judith Malone, Eastern Region Special Education Unit
Peggy Mares, SA College of Advanced Education (City Campus)
Susan Mitchell, SA College of Advanced Education (Magill Campus)
Rona Nadile, Goroka Teachers College, PNG
Irene Parker, Kilburn Primary School
Judith Quinn, SA Education Department
Eleanor Ramsay, SA Institute of Teachers
Helen Reid, Independent Schools Board of SA
Judith Roberts, Federation of Parents and Friends Associations of Independent Schools of SA
Ruth Rogers, SA Education Department
Helen Sanderson, SA Education Department
Margaret Souter, Heathfield High School
Lynne Symons, SA Education Department
Elaine Tettmar Butler, Multicultural Education Coordinating Committee
Rosemary Wighton, Department of Premier and Cabinet, SA
Sue Wissell, Ten Schools Project

WESTERN AUSTRALIA

Heather Barr, Presbyterian Ladies College
Viola Galatis, Challis Primary School
Ann-Marie Heine, State School Teachers' Union of WA
Pauline Hutchinson, Education Department of WA
Joan Jackson, Department of TAFE, WA
Helen Van Noort, Penrhos College
Alison Woodman, John Willcock Senior High School

TASMANIA

Betty Grey, Alanvale Community College
Judith Hebblethwaite, Education Department of Tasmania
Margaret Lonergan, Tasmanian Teachers' Federation
Gaye Oakes, Division of Further Education, Tasmania

NORTHERN TERRITORY

Dianne Foggo, Northern Territory Teachers' Federation
Lynnette Powierza, Northern Territory Department of Education

AUSTRALIAN CAPITAL TERRITORY

Margaret Bearlin, Canberra College of Advanced Education
Kerry Charlesworth, Department of Employment and Industrial Relations
Lyndsay Connors, Commonwealth Schools Commission
Elizabeth Dines, Commonwealth Department of Education and Youth Affairs
Sue Harlow, Commonwealth Tertiary Education Commission
Ann Hone, Canberra College of Advanced Education
Janet Hunt, ACT Schools Authority
Nancy Lane, Canberra College of Advanced Education
Susan Magarey, Australian National University
Monica Miland, Commonwealth Schools Commission
Valma Mitchell, National Employment Discrimination Committee
Beth Moran, Curriculum Development Centre
Bernice O'Sullivan, Merici College
Cassandra Parkinson, Canberra TAFE College
Lisa Perry, The Canberra Times
Virginia Novarra, Visiting Fellow, Australian National University
Shirley Randell, National Women's Advisory Council
Noel Ridgway, ACT Schools Authority
Cathy Robertson, ACT Teachers Federation
Nancy Shelley, Australian College of Education
Lynette Smith, Canberra TAFE College
Valma Smith, ACT Teachers Federation
Lois Verrall, Commonwealth Department of Education and Youth Affairs
Patricia White, Australian National University

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Beverley Miller, The Canberra Times

APPENDIX 2 PRE-CONFERENCE READINGS

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Selby Smith, Joy. 'Identifying issues affecting the economic equality of women in the Australian labour market.' Unpublished paper, August 1981, p.3, Table 1.

Summary of Senator Ryan's Sex Discrimination Bill 1981.

APPENDIX 3 ISSUES FOR STATE PRE-CONFERENCE MEETINGS

Where appropriate, consider issues relative to each level: i.e. primary, secondary, tertiary:

- Evaluate the planning process and assess the participation of women in forward planning;
- List State policy initiatives to improve the position of women and girls;
- Present financial position - levels of financing of the system; observable trends in financial allocation;
- Specific financing of initiatives related to women's studies;
- Investment in professional development as a formal policy commitment; proportion of funds allocated for women in professional development;
- Evidence of the following through of relevant reports calling for action in relation to women;
- Practical working of the anti-discrimination legislation, particularly related to management surveys, plans for implementation and affect upon women's positions in the system;
- Profile of educational personnel by sex/structure of workforce (State/level version of Table 1);
- Participation of women in committees, decision-making bodies;
- Structures and mechanisms for identification and recruitment of women;
- How are appointments made at administrative level, principal level, senior subject teacher level?;
- Use of technology, for example computer education, availability of word processing equipment: who introduces? who gets access? what content? who is designing content? sex composition of management committees?;
- retraining needs, career guidance and evaluation for women;
- networking and strengthening ties, TAFE achievement;
- student views on women's leadership roles in teaching;
- industrial issues relating to women, namely maternity leave, child care and working provisions.

APPENDIX 4

STATE OVERVIEWS

In May 1983 pre-conference meetings were held in the majority of States for participants and interested women who were not able to attend the conference. The following statements summarise material made available at the conference on progress being made in each State towards the participation of women in educational management.

NEW SOUTH WALES

The educational planning process varies from department to department and at different levels in the system. It may occur at school or college level, at the regional office, or in divisions, directorates or branches within the head office of the department. The process can be divided broadly into policy planning and program planning. Because of the exigencies of the budgetary process, planning around programs is short term and intensive; around policies it tends to be longer term, extensive and involving consultation at various levels.

Since there are few women in senior positions, the overall co-ordination of programs and policies rarely involves them, although many more may be involved peripherally at different stages in the process. As much of the budget of a department is committed to recurrent items such as salaries, the balance allows for very few major initiatives unless there is a significant increase in the allocation. In any forward planning this must be taken into account.

The Budget Committee of the Department of Education has no women members. There are two women on the Department of TAFE's Estimates and Planning Committee, one of whom is the women's representative.

The Department of Education has a Non-Sexist Education Policy and an Equal Employment Opportunity Policy. The Department of TAFE has an Equal Employment and Educational Opportunity Policy.

The New South Wales Government has enacted Anti-Discrimination legislation which covers employment in education and the provision of public education.

It is difficult to assess the financial provision for women and girls because, although there are some specific allocations to programs promoting non-sexist education, equal employment opportunity, much of the expenditure is subsumed under general items such as salaries. Program budgetting, which will allow public monitoring of certain programs, is gradually being introduced. There is no indication whether the programs designed to implement policy initiatives related to women are to be specifically identified.

There have been several in-service education courses of professional development addressing specific issues related to women's professional development as well as equal educational opportunity and non-sexist education.

Unfortunately, recent reductions in the casual relief vote have resulted in overall reductions in in-service education and the holding of in-service courses after school hours. Such trends adversely affect women with family responsibilities.

The Premier of New South Wales and all Ministers have had a policy to appoint women to decision-making bodies since September 1977. The former Minister for Education stated in a memorandum that all Government governing and administrative committees in education are to be constituted so that women are represented. This policy has been implemented with varying degrees of vigour. Difficulties arise on bodies whose representation is set by statute or which require the appointment of people with a certain status or expertise.

As at July 1982, within the teaching service 58 per cent of the 48,866 teachers in Division 1 (infants and Primary Teachers) and Division 2 (Secondary) were women, a proportion not reflected in promotions positions. Only 33 per cent of all promotions positions were occupied by women, including those in the infants sections where very few men are so far employed. At the top end of the promotional structure women occupy only 6 per cent of such positions in Division 1 and 9 per cent in Division 2. At the administrative level, Division 3, women occupy 33 per cent of positions overall, but are clustered at the lower levels (level 5-9) of salary and authority. No positions at the two highest salary levels are occupied by women, and it is not until Level 7 that women are found in proportions over 15 per cent.

The position of women in administrative positions in the teaching service is currently being reviewed within an Equal Employment Opportunity Management Plan.

Recommendations from some New South Wales delegates included:

- structural changes in the education authorities to enable as well as ensure that women have access to significant positions in educational planning in numbers which reflect both their overall representation in the profession and their participation as clients of the profession;
- structural changes in society, for example, restructuring of the working day at the national level and across all areas of work so that within one day, two complete work days occur, to remove some of the societal disadvantages that women suffer;
- provision of career development for girls and specific courses for women;
- provision of adequate information about maternity leave entitlements to women at induction;
- provision of child care.

VICTORIA

On the whole the position of women in educational management in Victoria continued to decline in 1983.

In the Secondary Division women lost further ground in principal class positions although they picked up a little in senior teacher positions.

In the Technical Division there were slight improvements at the top, but there was a continuation in the trend of proportionately fewer women in positions of responsibility.

The restructure of classifications in the Primary Division has benefited men far more than it has benefited women. Women's share of the top positions has dropped sharply. The restructure has significantly increased the proportion of promotions positions - from 24 per cent to 35 per cent of all classified positions - and the proportion of all women classified teachers who are in promotions positions has increased from 13 per cent to 23 per cent compared with the increase for men from 48 per cent to 63 per cent. Women's position has declined the most at the very top - they have in fact made a net loss of principal positions (from 177 to 158) while the total number of principal positions increased from 737 to 870.

The situation is not good for women in the restructured Department: there is only woman in the fifty-three top management positions.

QUEENSLAND

In 1981 the Queensland Department of Education issued a policy statement on equality of opportunity in education through the Education Office Gazette. An action research project 'Project on cue' was implemented in 1982 by the Curriculum Branch.

Nevertheless, there is still minimal participation of women in educational management in Queensland. In 1982 there were only seventy female principals in a total of 1,107 primary school principals, and four female principals in a total of 152 secondary school principals, although there were nearly 50 per cent more female than male teachers in the system.

Fifty-two per cent of principals in Catholic primary schools and 33 per cent in secondary schools were female, although a high proportion of these women were religious. Twenty-one per cent of independent school principals were female.

In Technical and Further Education, there were no females in the assistant supervisor and above positions.

Females remain under-represented in the management of the tertiary education sector with only 6 per cent at senior lecturer level and above.

Recommendations from Queensland delegates on industrial issues included:

- paid maternity leave for women and up to seven years leave available to both female and male teachers with dependent children;
- the provision of high-quality low-cost, government-funded, community-run child care;
- a working environment free from sexual harassment.

SOUTH AUSTRALIA

South Australia introduced sex discrimination legislation in 1975, established an equal opportunities office in 1976 and appointed women's advisers in the Premier's Department in 1976 and in the Education Department in 1977. As a result, South Australia has been a national centre of innovation in the implementation of policies in women's affairs. The late 70s were characterised by the growth of networks of women in paid employment and voluntary organisations pressing a government which was sympathetic to a range of demands in education, health, welfare and other areas. This climate permitted the establishment of equal opportunities positions and/or units in the Public Service Board, government departments, the establishment of the Women's Information Switchboard, a women's health centre and various other initiatives.

In the education sector there was in the Education Department, Department of TAFE, the South Australian Institute of Teachers and the tertiary institutions, a commitment to develop and maintain women's networks among the feminists working in these places. This commitment ensured that in the early 1980s when political commitment to implementation of women's policies slackened, gains made in the 70s were not lost.

In 1983 the education sector in South Australia is once again showing evidence that policy commitment will be translated into effective implementation, despite funding cutbacks and the relative stasis in recruitment and promotion. In the tertiary sector the University of Adelaide has adopted a policy on women which, when implemented, should have considerable impact on selection and promotion of academic staff. The South Australian College of Advanced Education adopted in 1982 an affirmative action policy and program and is in the process of appointing an equal opportunities officer. Within the South Australian Education Department, which has an equal opportunities unit and an equal opportunities policy, a comprehensive and detailed equal opportunities management plan to attack systemic discrimination, is being developed. The Department of TAFE has an equal opportunities unit and a policy on equal opportunities for women in TAFE and is in the process of a personnel policy and practice review.

Until 1980 it was a priority in the education sector to invest in professional development. That commitment has since been eroded through reduction in funds. All allocations are fought for against other competing groups. There is no earmarking of funds for women's staff development in the TAFE system. The Education Department has Equal Opportunity women representatives on selection and promotion panels and is sensitive to the need to include women. The South Australian College of Advanced Education has a policy of equal representation on all committees.

South Australian delegates suggested that the major areas needing consideration in 1983 in South Australia are:

- the effects of lack of growth in the sector on any attempts to eliminate systemic discrimination. Where are the free or new positions?;
- the need for an effective staff development program across all educational institutions to support the development of female administrators;

- changes to the sex discrimination legislation to allow positive discrimination in favour of women in educational administration. How long will change take without it?;
- the need to follow-up formal policy statements with an affective mechanism for implementation and monitoring with appropriate financial allocations dependent to some degree on performance in achievement of policy.

WESTERN AUSTRALIA

There is a policy but no adequate planning procedure on the participation of women in educational management in Western Australia.

There are eighty-five males in the department at superintendent level and above and twelve females. One woman is at assistant director level. Superintendents have a major part to play in policy and planning.

The Catholic education system is organised around a triennial plan. Two of the eight commissioners on the planning committee, which meets monthly, are women.

TAFE has one female superintendent, two female deputies and several female heads of departments within colleges, mainly in traditional female areas.

The setting up of the Beazley Committee of Inquiry into Education by the Bourke Labor Government is a promising sign of overall education planning at State level and may be the beginning of coherent policy development which recognises the importance of the participation of women in education. Six of the twenty-five members are women. The committee comprises representatives from State and private systems at all levels plus representatives from interest groups.

Policy initiatives to improve the position of women and girls include a policy statement (issued as a discussion document) but no directives have been issued, few resources allocated and no goals set. However, a co-ordinator for school initiatives was appointed at acting superintendent level following the issue of the policy statement. The Co-ordinator has since formed a Research and Advisory Committee on Equal Opportunity within the State Education Department.

Twenty-three per cent of the State budget is allocated for education but there is no specific allocation for women and girls other than the Co-ordinators salary and expenses. The implementation of programs seeking to improve equality of opportunity is not possible without a reasonable budget.

Both TAFE and schools sectors within the Education Department have well developed staff development sections but no specific funds are allocated to women. Most in-service training for teachers, however, goes to women who form the largest proportion of classroom teachers. Most leadership training goes to men who outnumber women at principal level by almost fourteen to one.

There is no anti-discrimination legislation in Western Australia although this has been promised by the present Government. Discussions to establish a women's advisory council and to appoint a women's advisor are underway.

Because of resignation on marriage in the past, many women in the education system who are in the administrative age group are very unfavourably placed in a promotions structure which has seniority as the main criteria for eligibility.

Early Childhood Education Units introduced by the previous Director-General were a direct attempt to identify and recruit women to leadership positions but the principal's position is not substantive so it is not part of the promotional structure. However, it does create a new decision-making position and a training ground for appointees.

There appears to be very little participation of women on committees or decision-making bodies.

There are a number of discrete women's networks within the department, teachers' union, colleges and other tertiary institutions in Western Australia.

Recommendations from Western Australian delegates included:

- development of an overall State education policy through consensus between State and private school systems;
- specific Government funding for women and girls including:
  - (i) the Co-ordinator's position to be made substantive;
  - (ii) the establishment of an Equal Opportunities Unit within the Education Department;
  - (iii) Priority Schools programs for the special needs of girls particularly in the teaching of new technologies;
  - (iv) leadership training programs for women at the pre-leadership phase; and
  - (v) women's study programs at tertiary level and during teacher training;
- revision of promotional procedures to eliminate seniority as the main criteria of eligibility; promotional suitability to be assessed according to merit and competence; promotional procedures and possibilities to be clearly defined and published;
- encouragement of the participation of women on committees and decision-making bodies; the compilation of a registrar of suitable nominees;
- development of a State-wide network of women working at all levels in education;
- review of training needs and programs for men and women seeking administrative positions;

- development of the use of technologies as a major focus in schools from pre-primary, with full participation of girls;
- provision of 'parenting' leave, the encouragement of permanent part-time appointments and the provision of child care, especially in TAFE colleges.

TASMANIA

The Tasmanian Department of Education is undergoing restructuring and it is too early to say what role women will play in educational management, as senior positions have yet to be determined. Until 1983 planning and policy decisions were made by the Directorate, which comprised eight members, including the Director-General and Deputy Director. The Director of Personnel was female.

A twelve month process of action on the development of an equal opportunities policy has been approved and is to begin in 1984.

There is no specific financing for the particular educational concerns of women and girls and no formal commitment to professional development for women.

Tasmania has no anti-discrimination legislation. Of the seventy-seven positions at senior education officer level and above, sixteen are held by women. Women are not well represented on committee and decision-making bodies at the higher levels, but do constitute a significant proportion of the State and regional Services and Development Committees. A high political priority has not been placed on increasing female participation in committees.

NORTHERN TERRITORY

The United Nations Convention on the Elimination of All Forms of Discrimination Against Women has been endorsed by the Northern Territory Government. However, the appointment of a women's adviser has had little effect on the position of women in the community.

Approximately half of the Department of Education advisory committee members are women, although women are unrepresented at the higher levels of decision-making and there is only one female on the Executive Group. About one third of the membership of educational bodies advising the Minister and Secretary are female. Female participation on committees is minimal at the Darwin Community College.

Although 62 per cent of the employees of the Northern Territory Department of Education are female less than 8 per cent of positions in the E1 to E7 levels are held by women.

There is no provision of specific financing of initiatives related to women's studies in the Northern Territory and no specific proportion of funds allocated for women in professional development. The Northern Territory Teachers Federation provides additional in-service to female unionists through the Elimination of Sexism group which runs occasional separate workshops for women.

No particular provision is made for the retraining of or career guidance for women.

A strong but informal women's network exists in the Northern Territory Teachers Federation and the Darwin Community College.

AUSTRALIAN CAPITAL TERRITORY

There is a serious imbalance of men and women at different levels in all educational institutions in the Australian Capital Territory. Women predominate as teachers in the teaching service but they are under-represented, and at higher levels are unrepresented, in positions of authority and decision-making in all parts of the education system: in schools, and governing bodies of the ACT Schools Authority, at the Canberra College of Advanced Education, at the Australian National University, and in TAFE institutions. Men predominate at all levels of decision-making and especially at the levels of greatest power in all educational institutions. The proportion of women in promotions positions in the ACT Schools Authority, and at the Canberra College of Advanced Education, is not increasing in any significant way and in many areas it is decreasing.

This imbalance of women in comparison with men in holding and applying for senior positions in educational institutions occurs in spite of the teaching profession attracting the majority of the highest qualified and brightest women and the fact that formal obstacles to the appointment of women to senior positions have been removed.

Since the election of a Labor Government in 1983, three additional women have been appointed to the Commonwealth Education Commission. Although two of the four full-time Commonwealth Schools Commissioners are women, there are no full-time female Commonwealth Tertiary Education Commissioners and the male/female ratios for part-time members are 6:2 for the Commonwealth Schools Commission and 23:6 for the Commonwealth Tertiary Education Commission and its Councils.

Furthermore women are grossly under-represented in the middle to senior management positions in the Secretariats of the Commissions, for example only 16 per cent of positions at Class 10 and above in both Commissions are held by women and there are no women in the Second Division of the Commonwealth Tertiary Education Commission. There is only one woman in seventeen people at Class 9 and above in the ACT Schools Authority. In the three TAFE Colleges there are only four women of twenty-nine in Bands 3 to 5 (heads of school and above).

At the Australian National University there is only one woman member of the Board of the Institute of Advanced Studies (forty-eight members) and six women on the Board of the Faculties (over seventy members) so participation in educational planning is overwhelmingly male.

Within the Catholic school system the majority of personnel at assistant principal level and above are female.

The introduction of Commonwealth sex discrimination legislation into the Parliament in 1983 should improve the climate for women seeking education management positions.

APPENDIX 5

WORKSHOP REPORTS

During the conference considerable time was devoted to workshop sessions. Groups of women met on three occasions to discuss and make recommendations about female representation at primary, secondary, tertiary and at a departmental level. Improtant issues raised in the workshops are outlined in the following reports.

PRIMARY EDUCATION

Constraints

Statistics in the States were examined in an attempt to clarify common problems restricting women's promotion in primary education. The comparative disadvantage of women in some States led to the identification of the following practices, which were considered to have inhibited women's career progress:

- the problem of the under-representation of women in principals positions is not generally recognised;
- the discriminatory nature of a promotions structure based on seniority (especially continuous service) rather than merit;
- the failure to advertise openly senior positions;
- the direct and indirect discrimination in selection procedures, interviewing techniques and transfers of appointments;
- the lack of equal opportunity plans;
- promotions requiring country service;
- the under-representation of women in inspection systems, where such systems exist;
- the different expectations of males and females in assessment procedures.

The position in South Australia, where more than 25 per cent of Primary A positions had been filled by women, seemed to be the most advanced in Australia.

Successful Strategies

The following initiatives were seen as successful in some States in improving the position of women in educational management at primary level:

- 50 per cent of positions for promotion declared open (South Australia);
- positions completely open (Tasmania, 100 per cent; South Australia, Class A);
- equal opportunity representation on selection panels (South Australia);
- equal opportunity employment policy (South Australia);
- equal opportunity policy for girls and women (South Australia);

- affirmative action policies (South Australia);
- equal opportunity positions at regional level (South Australia);
- support networks for:
  - assessments
  - regional task forces
  - personal support
  - information sharing (South Australia)

Recommended Future Strategies

The workshops recommended adoption of the following initiatives in all systems;

- implementing affirmative action policy and initiatives;
- appointing equal opportunity representatives to all selection and assessment committees/panels (with all members involved in the development of selection criteria and the job description, and in the shortlisting process);
- examining South Australian programs and methods;
- re-defining educational management and the courses to be offered;
- stimulating union activism for women, with the provision of child care at all union meetings;
- politicising women;
- appointing affirmative action support teachers in schools (entitlement above staffing);
- developing alliances between women teachers and women in permanent groups;
- in-servicing and developing all people in schools (equally);
- improving industrial conditions, including leave, with recognition of broken periods of service and for other life experiences;
- providing immediate alternative incentives (rather than career incentives) for country service.

SECONDARY EDUCATION

There were three groups dealing with secondary education.

The first group identified as a mjaor need the establishment of resource files providing information about women available for selection to committees, boards and councils. Such files should be compiled at all levels, and submitted to the relevant Commonwealth, State and local authorities. Positive steps should be taken to co-opt women representatives onto school councils and boards. Groups of women, perhaps former teachers on leave from the Service for various reasons, should be encouraged to seek representation in order to gain experience in policy planning.

It was suggested that a closer analysis was needed of the promotion system, exploring in particular those alternative structures which recognised the contribution of classroom teachers. It became clear that women required greater encouragement and support to take study leave, in-service training and exchange positions.

The lack of access of women and girls to mathematics and science was deplored and the retraining of women to teach these subjects was considered to be an urgent priority.

A second group examined decision-making structures in secondary schools, most of which were considered authoritarian. It was the groups view that classroom teachers and parents should be included in decision making, with decision making by teachers being considered part of their workload. The structure of the school day, with meetings held at 4.30 pm, was seen to discriminate indirectly against the participation of women. Development and decision-making activities should be held at a time when all staff could attend, for example during curriculum days. It was felt that there was a need for a style of management which was more consultative.

Women needed training to become aware of and to prepare for administrative roles. The group considered the view that women's relative lack of confidence and desire to maintain approval mitigated against success. It was claimed that men had many more opportunities to occupy senior positions in an acting capacity, thereby encouraging them to apply more frequently for similar permanent positions. Women were often overlooked as possible contenders for promotions positions in the belief that they did not want the jobs and that they did not aspire to promotion. The group concluded that an increase in female participation on committees would help to dispel this belief and encourage more women to adopt acting senior positions. However, the group called for the re-examination of the criteria for assessment and promotion, as increasing numbers of male administrators were being appointed to girls' schools, hastening the decline in the number of women principals in both government and non-government systems.

Recommended Strategies

The group suggested that the following initiatives could improve the position of women in educational management:

- adopting as a basic principle equal representation of men and women in educational administration thereby extending the number of women as role models, as principals and in other positions of responsibility;
- implementing affirmative action policy and initiatives, including the establishment of certain positions exclusively for women, for example, that of senior mistress in Queensland, mistress in charge of girls in New South Wales, dual deputy principal in Western Australia;
- changing the promotion and selection procedures to abandon seniority as a major criteria and establishing different criteria for promotions including competence in affective areas, for example, conflict resolution;

- the development of new criteria for assessment for promotion to ensure that women's life experience is valued equally with that of men's experience;
- providing women with experience in secondments, which are a pre-requisite for promotions;
- promoting training for women in science and mathematics teaching;
- the collection of data detailing the position of women and men in educational administration at all levels;
- establishing of informal networks so that senior women can assist junior women with career preparation and in task and duty allocation in schools.

TECHNICAL AND FURTHER EDUCATION

The two TAFE workshops concentrated on the implementation of recommendations of existing policy, particularly the policies adopted at the 1982 Women and TAFE Conference. The workshops discussed the effectiveness of TAFE women's networks and staff development programs for women.

It was agreed that TAFE women's networks should be constructed on existing networks (particularly those established by teacher unions). Women's involvement in these networks within institutions was considered important but it was believed that women might not form or join such groups if they feared exposure or felt insecure about their jobs.

The workshops prepared extensive recommendations on staff development for women in TAFE, which are included in the conference recommendations.

TERTIARY EDUCATION

Two workshops discussed the particular needs of women in tertiary education.

The lack of access of women to career development courses was deplored. It was suggested that aspects of career development should be included in all education courses.

The group considered that married women teaching in tertiary institutions were often disadvantaged as comparatively few held tenured positions. While it was important to boost the number of married women in tenured positions, it was also necessary to examine the conditions of appointment to non-tenured positions. The majority of married women employed in universities were non-tenured staff, often in positions which were among the first to be abolished at times of financial stringency. Appeals mechanisms should cater for all decisions of professional importance for example, for study leave as well as promotion.

It was also felt that women needed to conduct a radical analysis of institutional power and to undergo assertiveness training. Funding should be provided to allow female academics access to child care, as part of education expenditure not welfare funding. One person, at senior or principal lecturer level, should be appointed to every educational institution to supervise and monitor an affirmative action plan. A visible co-ordinator at each institution would do much to improve community understanding. The position should be publicly advertised and the person selected must have an empathy with, knowledge of, and demonstrated experience in affirmative action.

The burn-out hazard for the few women at the top was also discussed. The group agreed that it was important to get inside the system to make changes, but concern was expressed about the possibility of being co-opted by it and the dangers of being 'bought out' by the male bureaucracy. The fear was expressed that an increase in the numbers of women in senior positions would not guarantee change. Women in such positions must be supported, as they need power, not for their own sakes, but to make wide-ranging changes. Women needed support on committees and selection panels where a minimum of two women was required for effective participation.

It was felt that women's studies should be incorporated into mainstream studies in order to promote understanding of issues of concern to women. Specific funding should be earmarked for women's appointments and courses.

Rationalisation and amalgamation of institutions has not increased the participation of women in management positions. Alternating headships of mixed sex schools could be a useful strategy.

ADMINISTRATION

The four workshops dealing with administration identified issues of concern and suggested strategies for change.

Issues

The first group identified two main issues: systemic change and the lack of women in current decision-making positions. The group agreed that systemic change required increasing the numbers of women participating in decision making and had two components: decision-making structures and information flow.

For some women there was the dilemma of whether they should support other women regardless of their attitude towards women's issues. In addition many senior women wanted to support equal opportunity but feared that to do so may undermine their credibility with male colleagues. There was a need to work through and make more visible the principles underlying the reasons for having women in administration. Because of the paucity of promotion opportunities, systemic change should have greater priority than getting women into senior positions, though both should be pursued.

Strategies

Strategies to be considered in systemic change are:

- increasing the involvement of women in decision making;
- reducing the rigidity of job descriptions;
- experimenting with non-traditional management styles;
- challenging the permanence of seniority;
- making the overall structure responsive to the lifestyle and value of women, for example by providing child care facilities and improved maternity leave provision.

Strategies of importance in the appointment of senior women are:

- developing career paths for roles now predominantly occupied by women which are largely dead-end, for example, executive assistants, clerical staff;
- networking (support groups strategies for women in senior positions);
- specifying selection criteria;
- training selectors;
- creating room for negotiation in job specifications, to allow recognition of individual strengths and interests of applicants and to reduce the unattractiveness of promotion positions.

In each context the dilemmas should be approached with rational planning, with the establishment of support groups and with careful working through goals and strategies. Strategies will differ according to each situation as contexts differ substantially.

A second workshop identified the invisibility of women in management as an area of concern. The efforts and abilities of women needed to be highlighted and listings of able women should be available. In addition there was an imbalance of and between the percentage of women in the structure of education: the large number of women at classroom level (56 per cent) decreased rapidly in relation to the increase in status or position. The factors inhibiting progress included women's relative lack of mobility, lack of seniority, biased selection criteria and selection panels.

It was felt that the male orientation of the education system emphasised the maintenance of the status quo. This was reflected in the composition of selection committees, the setting of agendas, priorities and criteria, and in data collection and research. But there was difficulty in identifying leaders for women: there was a need for the development of formal and informal networks to encourage the growth of skills to mitigate the effects of communication blockages; and women's lack of self-esteem. Reasons for limited self-concept included fear of confrontation/conflict, the lack of recognition of their own skills and abilities, overcommitment in other areas, lack of role models and support systems, and the lack of appropriate additional training in the areas of management and self-development.

Strategies which might be considered include:

- networking on formal and informal levels: for mutual support and formal and non-formal training, for women to act as mentors, to help prevent overcommitment, to improve access to information;
- defining directions: essential as a basic strategy, directions should be defined and strategies selected to bring about change, emphasising the involvement of women in the processes and considering the growth of people;
- identifying necessary changes: in the basic processes of systems, the structure of power and the systems themselves;
- supporting union activity;
- stimulating research: more research is needed in the way of case studies of successful women to identify keys to women's interest and involvement;
- training: consciousness-raising courses, management skills.

It was necessary to work both within the system and from outside it to bring about desirable change.

A fourth workshop agreed that a major barrier to women at management levels included the difficulties of being alone or in a minority in committees where males supported each other regardless of the issues. Women needed empowerment: to affirm one another at meetings and to develop credibility.

Women had no option but to get themselves into administrative positions, notwithstanding criticism of present structures. Their presence would make an impact because many women work in ways which differ from those of men.

FINANCIAL MANAGEMENT

The workshop discussed the need to demystify present financial techniques, to provide access for women to the financial jargon and structures and to develop new techniques. Women needed education in financial techniques to develop their skills as financial planners.

In discussing who, what, and how resource allocation is determined, the group examined the process and context of planning, the increased demand for accountability to both Government and community, and central versus local allocation. Financial planning should be integrated into educational planning and the relationship between institutional structures and educational priorities and outcomes clarified.

The recognition of budgeting as a political process and the possibility of political intervention in budget formation was discussed.

POLICY FORMULATION

The first group agreed that in formulating a policy to improve the position of women in educational management, stress should be placed on the valuable contribution women can make to management. The objective of such a policy was to achieve a more even distribution of women across the higher levels of management and to open up the structure to a more democratic style of management. Goals should be set and evaluated biennially. It was recognised that there was no way any strategy could avoid having a threatening effect on men.

There was a need for a national policy with legislation at State level to provide proportional representation on committees and policy formulation bodies, and to establish management courses structured to suit women. One method of increasing the numbers of women on governing councils would be to advertise the positions openly. It may be necessary to hold a public inquiry into the position of women in educational management.

The second workshop felt that it was important to have a cross section of women involved in policy making so that policy had a broad basis and was not just left to the contribution of a few. Publishing a policy statement would help to focus the attention and energy of people working within the system.

Although a recommendation for increased research might, if adopted, be seen as a delaying tactic, such research could provide the agenda for policy decisions. More information was needed to find out and to publicise why women were not in the senior positions of Director-General or Director. Information already available, for example, Commission and Departmental statistics, needed to be analysed by sex and disseminated. Women already on policy-making committees should be provided with information and recommendations.

A third group held the view that women approached the policy-making process in ways which were more likely to be truly consultative. Decisions made following full consultation were likely to be better decisions. Policy making should be decentralised so it may address the real problems in the field and use local knowledge.

Research into the areas of selection processes, job descriptions, self esteem and male patronage should be increased. Assertiveness training was needed to encourage women's self esteem. There should be direct and simple lobbying of all women politicians, particularly the five ALP women with an educational background, to improve the status of women in education. Women would not be heavily involved in leadership positions until they formed themselves into co-ordinated lobby groups and tackled their problems with absolute persistence.

The enforcement of the policy is crucial. It must be accompanied by an implementation plan and a time frame so that it could be followed through.

The fourth group identified various levels of policy making, Cabinet/ statutory, authority/system, executive/administrative and managerial/ strategic. It was recommended that all policy statements be expressed as policy packages which defined substantive goals, outlined methods to attain the objectives, detailed physical, personnel and program resources needed to implement strategies, and suggested evaluation in terms of intended policy outcomes. Covert factors which might affect successful implementation of the policy, such as attitudes and existing structures, should be identified.

ANTI-DISCRIMINATION

The two anti-discrimination groups also identified the need to collect across-the-board education statistics by sex and recommended that the Commonwealth government assist Commissions with finance to allow all education institutions and authorities in all States to develop and maintain a data base. Information about women applying for positions as well as occupying senior positions should be collected. A central clearing house for collection and dissemination of material was proposed.

A two-pronged approach in addressing the position of women in educational institutions should be followed: staffing procedures and under representation should be examined as well as the under representation (and misrepresentation) of women in the content of academic courses. Appointment procedures should be amended and research centres for women's studies established.

PERSONNEL

Policies

Personnel policies must have a research and theoretical base. They must be written rather than implicit, have inbuilt accountability with explicit monitoring devices, and be legitimised through legislation. The core group which initiated and wrote policy should contact the whole range of people who would be affected by an intended policy development. Although there was considerable discussion about the need for alternative policy formulation models, it was recognised that the model to be used would be dependent on the situation and philsophy of the groups concerned. No model could guarantee better deals for women and expediency would always be a factor until equal employment opportunity was a reality.

Selection

Selection procedures needed to ensure that selection was not always from a fixed pool of fixed tenure personnel. Advertisement format needed to be consistent to encourage all groups to apply and this consistency needed to be scrupulously maintained. For example, contact persons for further information should always be both a male and a female. Specifics of job descriptions should be written and freely available to applicants and women should be trained in interpreting them. Selection committees/ panels have to be trained and organised to work according to a set of interview guidelines. Membership should include men and women, and equal employment opportunity representatives, and be directly representative of/ relevant to the group with which the new appointee will work.

Support

Training in conflict resolution and personal relationships was considered essential, especially because the traditional autocratic styles of most educational institutions were inappropriate to good personnel management.

Career information should be communicated at all levels and staff support structures created. Gaps in training should be identified and individual and group programs development to eliminate them.

PROFESSIONAL DEVELOPMENT

The first group called for the examination of professional development at two levels: for all teachers to recognise and overcome sex role sterotyping and for women per se. In relation to the former there was a need for research and analysis of the self esteem and performance of girls to legitimise programs for change.

Personal skills as well as formal skills should be developed and personal professional development integrated. Women's aspirations were often limited by low self esteem and they should know how to evaluate their own performance and to set goals and strategies for both life and professional work. Pairing with another woman in order to monitor each other's performance in classrooms could be useful, but this should be developed from within the organisation rather than imposed from on top. Women needed to tell people their goals in order to seek guidance towards their career path. Preservice analysis of goals and career aspirations should be encouraged and records of all conferences and courses attended should be kept. Action learning, with discussion and exchange of information on real-life situations was effective.

Male criteria and definitions of management should be challenged, for example, the notion that discipline of the class = control = management. The system had a responsibility to seek out women managers and to involve women in professional development. The structure and content of courses were more adapted to the male learning model and not marketed for women. Where training was conducted half inside and half outside school time there were difficulties for women with domestic responsibilities. Women should apply for funds to run courses specific to their needs.

The second workshop agreed that one solution to the problem of men taking an increasing proportion of the senior positions in education might be to change community attitudes to women's skills, particularly in the education curriculum for boys, and to develop public relations exercises.

Two concerns were the problems of hierarchy in organisations which deter innovations that would assist women and the needs of people working in the organisations, and the influences which obstruct women's interest in developing administrative skills. A co-operative model of management was preferable. Acquiring financial skills was important.

Women's attitudes to the need for career development leading to management, their access to information about the availability of jobs, and re-entry support for women with children through courses or training, also came under scrutiny. It was thought that women's needs for professional development were not adequately identified in surveys and that the male networks did not assist women. A more visible support group of women is required. Women were needed as myth builders. A woman who was excellent in her job was often seen by men as exceptional and therefore ignored by the male networks.

Group three suggested that Commonwealth funds be provided for a national program for women in educational management. The problems of follow-up of professional development for women, how changes could be implemented and supported over a period of time and the need to strengthen networks were discussed.

Management courses should develop skills for resolving conflict in non-violent ways and the other skills necessary to operate and influence formal committees, boards and councils. The psychological, sociological and financial barriers to women's participation in professional development should be examined and strategies designed to overcome them.

WOMEN EDUCATING WOMEN

The Women in Management group was set up by women to teach women in the 1970s, but there is still difficulty in finding programs to satisfy women's needs.

There was a particular need for courses to tell women about life in organisations. 'Management skills for women' has been run at Chisholm for some years now. Other courses available included:

- women's studies and women in management courses at universities and colleges of advanced education;
- Graduate Diplomas in Secretarial Studies, which could begin to change women's aspirations;
- the Australian Institute of Management (Victoria) courses on 'Career development for women';
- in Western Australia and South Australia Diploma of Education Administration courses have been run by women;
- the Australian Graduate School of Management at the University of New South Wales and the Mt Eliza Administrative Staff College each offer two scholarships for residential courses but these are not run by women for women.

Most of these courses were not structured to meet the particular needs of women. Consideration had to be given to whether existing structures should be changed and improved, or whether new courses, such as learning exchanges, should be developed. If new management courses were constructed they must be run by experienced people and the content and process must be suited to women.

For example, the action learning process should be considered where problems are investigated in the work situation and followed up in project work. Action learning might help lessen the use of sterotypes of women which were frequently obvious in existing courses. Action learning was being used in South Australia in the language learning project. It did not need continual finance all the time and might only need finance for an adviser. Action learning could also fit in to the part-time, job-sharing move.

Self-management learning was a concept where individuals diagnose their own strengths and weaknesses, using the help of advisers, and then choosing courses and pursuing them through library facilities.

Sometimes women who take a year away from a position to increase their training did not have a job to come back to, and the problem of invisibility increases. However, having an MBA does advantage women wanting to get back into a job. Recognised qualifications were needed.

Teachers, unions and professional associations should take some responsibility for running prestigious management courses for women. Women should enter available courses and suggest changes to suit their needs. They should study the kind of management styles that suit women. Awareness courses are required to help women to understand themselves, the nature of hierarchies and how they work and the strategies that can be used in the hierarchy, and to compare participating styles. Matched pairing, when men and women at the same stage of management are sent by firms to courses, is a useful strategy.

INDUSTRIAL RELATIONS

Quite often women did not become involved in unions because there appeared to be a conflict between the professional and the industrial roles and it was thought that women tended to stick more closely to professional roles. Women who did use the unions tended to do so over particular issues whereas men saw unions and their structures as part of a career path. Nevertheless, there was a danger of women becoming absorbed in factional struggles even when they used the union base on women's issues. The treatment of women employed by unions tended to show that unions were result-oriented rather than process oriented. This sometimes led to unions not being thought of as being good employers.

The following issues were raised during the workshop:

- overcoming female socialisation so that activities in unions were more acceptable;
- looking at union structures with a view to changing them: at present unions tended to institutionalise the power structure;
- training in political/union structures so that they were not as daunting;
- pursuing industrial issues, such as:
  - accouchement;
  - mobility;
  - leave for various reaons;
  - tenure of positions: part-time, temporary, tenured;

- child care;
- breaks in service;

. trade union training, as presently the attitude of women to industrial action and union involvement discouraged the involvement of women and tended to alienate women in management positions who should be dealing with the higher levels within the union structure to effect change;

. training for political awareness: lobbying, committee work, power networks;

. including women on curriculum development committees: curricula in schools should include courses on politics and unionism but curriculum committees must meet during school time and have appropriate release time so that women were not disadvantaged.

Women could gain decision-making power if women activitists were prepared to participate more fully.'

WOMEN FROM DIFFERENT CULTURAL AND LINGUISTIC BACKGROUNDS

The workshop considered the special difficulties of women from different cultural linguistic backgrounds in educational management. These included:

. lack of access to women's/professional networks;

. cultural restraints of present systems:

- at home:

  . family expectations for girls;
  . constraints placed on girls of different cultural and linguistic backgrounds;
  . girls aspirations;

- cultural dissonance:

  . between educational institutions and home;
  . between community and home;
  . between provisions (at Government level) of special programs (for example, CES, Transit Education, CYSS);

- employment:

  cultural distance/influence can provide negative effects on obtaining jobs:

  . language;
  . non-verbal communication;
  . non-verbal behaviour;
  . differing role expectations;

. lack of role models for girls from different cultural and linguistic backgrounds at all levels, but most importantly at leadership level;

. lack of sensitivity by mainstream people to cultural differences;

. need for policy by equal opportunity and women's groups, on the inclusion of women from different cultural and linguistic backgrounds;

. lack of support structures for women who wish to become bicultural;

. lack of access to information presented in suitable form, especially on career opportunities for bilingual students.

Particularly in relation to educational management, the workshop stressed the following issues:

. restrictive career choices:

- women would appear to 'choose' or be channelled into traditional women's occupations;
- lack of role models;
- lack of support systems to encourage diversification and aspiration;

. lack of recognition of skills of women from different cultural and linguistic backgrounds in administration and management:

- lateral thinking skills;
- breadth of perception and experience, that contribute to collaborative modes of management and decision making;
- lack of recognition of value of bilingualism/multilingualism;
- lack of understanding of process of consensus usually used by women from such backgrounds (e.g. Aborigines, Asian, European, Islander women).

APPENDIX 6 CONFERENCE STATEMENTS

During the final conference plenary two statements were made by a group of Aboriginal and Torres Strait Islander women and a participant from Papua New Guinea. Other participants reflected on their experiences of successful networking.

ABORIGINAL AND TORRES STRAIT ISLANDER WOMEN

The position of Aboriginal and Torres Strait Islander women in educational management is similar to that of other women we have heard about at this conference. We play a very small part in the structure and power bases of the education system in all States and the Commonwealth.

We can easily identify with the issues we have heard discussed, particularly equal involvement in:

(i) policy development and implementation;
(ii) financial planning; and
(iii) personnel appointments and training, etc.

Most of the time we find ourselves in advisory positions, rather than in positions where we can actually make decisions.

Each of us noted strategies that were raised, and in our workshop we discussed some of those strategies in relation to Aboriginal education. We are in a situation where our field of interest, Aboriginal and Islander education, is controlled at all levels, but particularly at the management level, by non-Aboriginal people, and mostly men at that.

During our workshop, we discussed what our position should be. As Aboriginal women working in Aboriginal education we feel we must set a higher priority to just getting Aboriginal people in control at management level. While Aboriginal women do have specific concerns, and while what is being done interests us greatly as women, our energies need to be channelled into working in conjunction with ALL our people, so we can first get to a stage where we control what happens in Aboriginal education.

We support and identify with the issues raised about women from different cultural and linguistic groups.

We have all gained a lot of knowledge and insight from participating in this women's conference and by meeting new people we have extended our own network.

A report will be directed to the National Aboriginal Education Committee which is our co-ordination body in Aboriginal Education.

Thank you for inviting us to the conference.

RONA NADILE, GOROKA TEACHERS COLLEGE, PAPUA NEW GUINEA

I had often thought that Australian women were far ahead in the advancement of women in all areas of education, employment, the legal services and so on. I don't know how to describe my thoughts and feelings on what I have discussed this weekend. The discovery of the true position of women in Australia has been an eye opener for me. At least it has made me aware of the realities of what happens in Australian society with women's positions.

Papua New Guinea looks to Australia for leadership in politics, in defence and in agricultural development. I believe that in future Papua New Guinea women and indeed women of the whole of the Pacific region will look to Australia for leadership in women's positions in their own societies.

This conference has offered new thoughts and inspiration for me in relation to the position of women in Papua New Guinea. Although our position, our situations may be different, I hope that I will keep in touch with the progress that Australian women are making.

My contact with Australian women has already provided and will continue to provide me with motivation to do whatever I can for my own people in Papua New Guinea. After all, whatever colour or race we are, women everywhere are the same under the skin.

I feel very privileged to have joined you for the conference and thank you for the invitation.

NETWORKING

Various people have, tucked away in their offices, information about women with particular expertise and skills, which is not on a public file. Files are needed to provide quickly the names of women who can be nominated for courses and easily retrieved. If the Office of the Status of Women is unable to improve their system to provide an adequate data base of women in education, then the Commonwealth Department of Education should fund a national reference library of women who can be nominated for management positions. Those who have to find women for these positions frequently claim that there are no qualified women available. The names of women should be listed with cross-reference for their expertise, place of residence, and so on.

Information about women in atypical occupations, particularly in the technical trades area, is held in New South Wales by the Women's Trade Union Commission, and should also be made available nationally. Such an information network is useful on a local level, providing access to people who will share their information and will act as role models. The Commonwealth Department of Education might consider acting as a central repository for all such information.

The Australian Women's Education Coalition provides information in every State of women's networks working on education issues.

A Melbourne group is attemtping to develop a small organisation called the Women Educator's Network for teachers in Victorian independent schools, for personal and professional support. The Network has held about eight dinner meetings to develop a trust relationship and to collate information to assist each other with information and strategies in developing as professional women. The next task is to make contact with other networks, particularly in Victoria, and to increase membership for women who are in independent schools.

It is important not to forget the school level when thinking about networking. Women in the secondary schools can be very isolated and may not receive much support. One strategy could be to invite a small group of women to meet informally at home to discuss various issues. The groups can be widened by inviting other women from the school to come to the next meeting to form a school-based network. This can be broadened to include women from the local primary school. The women working in schools should not be forgotten as they can provide a lot of support.

WITI, Women in Tertiary Institutions, is a group of women in New South Wales, which meets once a month. It was originally set up to include women who work in universities but from the outset has had a general membership and has gradually included academic women from colleges of advanced education as well. Its emphasis is on issues of concern for all women who are employed at tertiary institutions, although to date it has not included anyone from TAFE. It has been concentrating on such issues as anti-discrimination legislation. WITI's main function is to keep in touch with developments at different campuses and new Government initiatives. Membership includes women from the Public Service so there is feedback from people who are intimately involved with government policy.

Women's HERT, the Higher Education Round Table, is concerned with tackling the issues at hand rather than any form of consciousness raising. Although these groups are supportive they are action-oriented. HERT represents the Australian Union of Students, the Federation of Australian University Staff Associations, the Federation of College Academics and the Council of Australian Postgraduate Associations.

APPENDIX 7 CAREER TACTICS IN EDUCATIONAL MANAGEMENT

Anne McMahon

Introduction

Information on career tactics a managerial attainment in education was contributed by eighty women teachers, academics and educational adminstrators from all Australian states attending the conference. Forms were distributed to the 160 women participants at the conference asking for descriptions of career tactics considered important for attaining managerial levels in education (Attachment). No identification of respondents was made. Eighty women completed the forms, which totalled 50 per cent of the conference membership. They described a total of 350 career tactics. Participants were asked to say whether the tactic described was regarded as desirable, neutral or undesirable. Twenty-seven undesirable tactics were recorded by eighteen respondents. Job areas referred to in describing the tactics were identified by respondents in the following categories:

Primary School	12
Secondary School	23
TAFE	1
Adult Education	1
Government Department	14
Education Office	7
Union	4
University College	1
C.A.E.	7
University	10
TOTAL RESPONDENTS	80

Respondents identified their current paid work areas as:

Managerial	55
Non-managerial	25

Participants were also asked to offer any comments they thought relevant about career tactics. The thirty-five responses contributed were in the form of reflections of management, advice about tactics and reactions to the task of addressing the question of career tactics.

Nature of Career Tactics

It is clear from the responses that the notion of career tactics has been variously interpreted. Some respondents cited attitudes and opinions while others listed interpersonal matters, skills, abilities and personality characteristics. The resulting information is an amalgam of personal, job-related interpersonal and situational factors which is a rich picture of what women in education think and feel about current paths to educational management. The responses deal with perceptions of tactics considered important. They do not say directly what tactics have been found to be effective. This matter remains for later research.

Nature of Responses

Some participants responded in the form of advice to aspiring managers, others listed factors considered relevant without comment, while some women described their work experiences. Quite different views were held about certain subject areas which were seen to be relevant to management. Feminism is a case in point; some recommended it as necessary, others cautioned against becoming a feminist, while others suggested moderation in identification with feminism. The subject headings which have been derived from the information supplied are neutral descriptions of the subject areas named. Some are literal and contain actual phrases used by respondents while others are approximations because certain descriptions contained several ideas. Explanatory phrases listed under the headings as examples give the sense of the views described.

Nature of Management

Some respondents rejected the notion of management and expressed a desire for alternative ways of working. Others rejected the term 'management' because of the masculinisation of its meaning and because of the connotations of hierarchy and control which it contains. These people cited tactics which envisaged alternative organisational forms to the current type. The heading *Restructuring* has been used to contain the alternative forms suggested.

A different set of responses was also given which said that managerial achievement is possible and feasible only within the existing system and according to male criteria. Two headings, *Systemic Factors* and *Achievement According to Male Criteria* have been used to contain these descriptions. These two headings plus the one previously mentioned, *Restructuring*, form an informative triangle when in combination.

Looked at another way a difference in the interpretation of management can be seen between those respondents who described it in terms of job-related factors and those who named personal characteristics. Job-related responses emphasised organisational and systemic practices and some women described a need for restructuring the current arrangements to place less emphasis on hierarchy. Respondents who chose to describe personal characteristics listed abilities such as endurance and integrity and indicated the relevance of health, personal development, self knowledge, self marketing, professional image, visibility, motivation and risk taking. These two approaches gave a robust interpretation to the notion of management.

TABLE 1

CAREER TACTICS IN EDUCATIONAL MANAGEMENT (N = 80)

CAREER TACTICS (includes desirable, neutral and undesirable)	No. of RESPONSES
Achievement According to Male Criteria	7
Get enthusiastic about areas of male enthusiasm; perform better than men; learn what the men know and practice it.	
Adjusting Male Consciousness	2
Need to have men from boyhood years understand the capabilities of women; develop inducements for male staff to realise that equality of opportunity and outcomes have some benefit for them.	
Administrative Efficiency	4
Efficiency in administration.	
Attitudes	1
Change attitudes within the system.	
Availability	3
Be in the right place at the right time with the right genes! learn to recognise and seize the opportunities offered to you or be prepared for the next one.	
Career Goals	22
Express career aspirations; clarify goals; set long term career goals; place personal and family goals second.	
Commitment	3
Don't be too committed and burn out; don't become defined as a teacher.	
Committees	18
Volunteer for chairperson jobs; use committees for consciousness raising; service on decision-making committees rather than advisory committees; getting on the 'right' committee structures to build up contacts.	
Communication Skills	7
Ability to communicate on all levels with all kinds of people; listening skills training for men; develop listening, reaching conciliation and debating skills.	
Conference Attendance	1
Education Courses	2
Remove sex-role stereotyping from teacher training courses; separate teaching of girls at risk ages, i.e. years 7 - 10.	

CAREER TACTICS	No. of RESPONSES
Evaluation Skills	1
Skills in evaluation of educational programs.	
Feminism	4
Avoid feminist label; become a feminist; keep feminism within acceptable bounds.	
Health	3
Good health; maintain personal health and energy levels.	
Home Support	1
Developing a support network at home.	
Identifying Women for Management	6
Providing data on real situation of women in management.	
Identifying Women's Contribution to Education	1
Concerted attempt to build reliable data on women's present contribution in schools.	
Interpersonal Skills	5
Social skills - understanding of human relations and skills to cope with personal crisis; ability to relate to people.	
Job Applications	11
Expertise in applying for the job; be willing to apply for a position first for the experience of the interview; application for acting positions when advertised.	
Job Experience	14
Variety; administrative experience.	
Loyalty to Superiors	1
Support your superiors having made known any points of disagreement with action being taken.	
Male-Female Relations	2
Must appear non-threatening to male colleagues; don't be discouraged by male 'put downs'.	
Management Style	3
Take care of support staff; develop support of subordinates.	
Management Training	20
Improve qualifications especially in administration; training in managerial skills.	

CAREER TACTICS	No. of RESPONSES
Motivation	3
Understanding/commitment/enthusiasm for the purpose of the organisation; self motivation to pursue one's personal career.	
Negotiating Tactics	1
A strong command of negotiating tactics.	
Networking	36
Support groups; cultivate colleagues and superiors; development and use of networks, male and female; liaison with other women - support and outreach.	
Personal Abilities	21
Endurance; persistence; integrity; defence; assertiveness.	
Personal Development	6
Gaining confidence; personal development within the goals of feminism.	
Power Structure	9
Know the power structure; use the power of others; develop a women's voting bloc.	
Professional Development	5
Undertake career development training.	
Professional Ethics	2
Being a professionally ethical person; apply professional behaviour criteria to your own performance.	
Professional Image	5
Have a bright vision based on a well developed philosophy; project an image of confidence; consider your impact on others (men mostly) - do you fit into a definable category? (if so you can be stereotyped, that is not good); avoid consistency in image.	
Publications	2
Lots of publications.	
Qualifications	16
Spend whatever time and effort is necessary to gain the highest qualifications held by any male in your field in Australia; get a higher degree so you are more qualified than male applicants.	
Resource Acquisition	5
Establish access to resources to enable projects to succeed; general awareness of available resources.	

CAREER TACTICS	No. of RESPONSES
Restructuring Changing the system systematically; seek ways of promoting, alternative models of management; change of 'style', 'mode' of operating of the hierarchies.	10
Risk Taking Being brave, bold and prepared to take risks	3
Role Models Learn from male models; act as a role model; study the moves of those who have succeeded.	9
Self Knowledge Be prepared to acknowledge some weaknesses and deficiencies in experience; we must never tire in our own self reflection and criticism.	4
Self Marketing Selective presentation of self to highlight suitability for deserved position.	9
Systemic Factors Understand the system; use the appropriate jargon; blend into the system; don't rock the boat; monitor system functioning.	23
Teaching Competence Quality of work; hard work; love of work, dedication.	12
Union Activity Develop separate women's unions.	3
Values Work out values and pursue them with determination.	1
Visibility Being seen to be highly competent; offer to accept tasks; apply for acting positions.	21
Work Rationalisation Avoid teaching the large required courses; teach small seminar courses which don't require any preparation.	1
TOTAL RESPONSES	350

Nature of Undesirable Tactics

Participants were asked to indicate Desirability/Neutrality/Undesirability in their descriptions of career tactics. Eighteen women or 22.5 per cent of the sample gave the label 'Undesirable' to particular tactics which they had named. A total of twenty-seven tactics were categorised as undesirable. Examples consist of factors such as deference and selective presentation of 'self'. None of the respondents gave undesirable tactics only, but listed a mixture of desirable and undesirable tactics. It seems, on the face of this information, that there is unlikely to be a high level of role strain in the group which responded to the survey. Although there are substantial discrepancies between the way this sample sees the system operating and the way it appears to operate in practice, people seem to cope within its limits.

TABLE 2

CAREER TACTICS FOR WOMEN IN ATTAINING MANAGEMENT POSITIONS IN EDUCATION CONSIDERED UNDESIRABLE (N = 18)

TACTIC DESCRIBED AS UNDESIRABLE	No. of RESPONSES
Achievement According to Male Criteria	1
Work twice as hard as any man and ALWAYS be well prepared for any meeting.	
Career Goals	3
To be prepared to put personal and family life second (in my case, a deliberate decision not to have children); presenting the idea of thinking from the beginning of the admin. career possibilities - sometimes an old boy/girl network; know that you want to be in management and work towards it.	
Feminism	2
Keep 'feminism' within 'acceptable' bounds, i.e. not to be as strident, means temporing words on occasions; do not rock the boat; do not always bring up the question of women.	
Job Applications	1
Knowledge of who is vacating what position, and therefore knowing when to apply for what.	
Networking	3
Development and use of networks - male; belonging to an exclusive work 'network' i.e. socially, work-wise, allowing network members to know personal details - open to backlash, backbiting, accusations of taking sides; join appropriate networks - vital (very difficult in university).	
Personal Abilities	5
Be deferential, polite, nurture the egos of those in power; crawling; be ambitious and be prepared to work harder; be bloody minded; aggressive manner and leadership style.	

TACTIC DESCRIBED AS UNDESIRABLE	No. of RESPONSES
Professional Image Being seen as an assertive, decisive, task-oriented worker desirable in white situations - *non-desirable* in aboriginal situations; careful analysis of situation.	1
Publications Lots of publications - lots of small, petty articles (hence quantity - not quality!); lots of articles show 'initiative'.	1
Qualifications Don't bother with personal development: concentrate on getting the minimum qualifications.	1
Role Models To see things from a 'male' point of view a lot of the time (I have spent the last 13 years working largely with men and seeing the world from their point of view); studying the moves that others have made to succeed - the career paths of others.	2
Self Marketing Being known, seen in action, by the right people at the right time, in the right place; selective presentation of self to highlight suitability for desired position.	2
System Also use appropriate institutional jargon, must not be seen to be subjective, emotional etc.; knowledge of how to get promoted and staying in the system (i.e. getting seniority).	2
Visibility Getting to know all the head office personnel; working with and for the appropriate union in order to discover one's rights; being known - membership of committees such as Board of Studies, Academic Board, drinking coffee in the staff room (!).	2
Work Rationalisation Avoid teaching the large, required courses; teach small seminar courses which don't require any preparation.	1
TOTAL RESPONSES DESCRIBED AS UNDESIRABLE:	27

Characteristics of participants' occupations represented in the sample:

Managerial = 13

Non Managerial = 5

Type of occupation referred to in describing career tactics:

Secondary School	=	7
University	=	3
C.A.E.	=	3
Education Office	=	2
Government Department	=	2
Primary School	=	1
TOTAL:		18

As indicated in Table 2 the most frequently cited area of undesirable career tactics was in the category Personal Abilities where behaviours such as deference and an aggressive manner and leadership style were reported.

Conclusion

The most frequently cited career tactic has been identified as Networking. Thirty-six responses described this area drawing upon such matters as networks among women and men, support groups inside and outside the organisation and liaison with superiors and subordinates.

A cluster of responses was located in the areas of System Factors emphasising careful scrutiny of the organisation and conformity to its norms, Career Goals and aspirations, Visibility and Personal Abilities. The range of responses here was 21 to 23 which could be classed as a moderate response level.

Low concern was expressed with Administrative Efficiency, Professional Associations, Union Activity and Home Support or domestic issues. The range of descriptions here was 1 to 4 denoting that these factors were not seen as important by the sample.

The results of this survey contributing, as they do, spontaneous and unprompted descriptions of how managerial attainment is perceived by women in the teaching profession and allied occupations contribute useful knowledge to the understanding of career tactics in this occupational area.

CAREER TACTICS FOR MANAGEMENT IN EDUCATION

We are keen to gather information to share among the members of this group on the career tactics which you consider important in attaining a management position in education.

Please describe four career tactics which you regard as important for managerial attainment in education:

	D	N	UD
1. _____			
_____			
_____			
2. _____			
_____			
_____			
3. _____			
_____			
_____			
4. _____			
_____			
_____			

Would you indicate by a tick in the section above please, whether you regard these tactics as Desirable (D), Neutral (N) or Undesirable (UD) (the last being those which you feel constrained to suggest because of the present structures in which people work).

Please indicate the type of management to which you referred above. Tick the appropriate box:

Primary School	☐	Secondary School	☐
Pre-School	☐	CAE	☐
TAFE	☐	Government Department	☐
University	☐	Education Office	☐
Adult Education	☐	Other (specify)_____	

Please offer any other comments you think relevant about career tactics:

_____

_____

_____

Please say whether your current paid work is managerial ☐ , non-managerial ☐

The information which you have given will be collated and circulated to the conference membership. Thank you for your contribution.

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